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ABSTRACT

Population and educational policies of the government of India since 1950 are reviewed. A major objective of the study is to take stock of accomplishments and problems in the two policy areas so that policymakers will have up to date information upon which to base future planning. The document is presented in seven chapters. Chapter I offers an overview of demographic and economic problems which influence educational policy. Chapter II explains the focus of the study and describes types of data used. Chapter III analyzes the population policies and programs, including family planning, social welfare, poverty research, and status of women. Chapter IV analyzes and appraises educational policy and projects policy needs with regard to enrollment projections and regional imbalances. Chapter V reviews activities of various planning and coordinating agencies including the ministries of health, family planning, and social welfare. Chapter VI identifies ways in which education and population policies are interrelated. The final report examines the relevance of the case study approach to the Indian population/education situation. Appendices include tables, graphs, charts, diagrams, and excerpts from recommendations of the education commission and various government agencies. (DB)

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Coordination between Education and Population Policies

—A *Case Study of India*

S. P. CHAWLA

Sp 0/2/125

POPULATION EDUCATION PROJECT
Department of Education in Social Sciences and Humanities
National Council of Educational Research and Training

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FOREWORD

The need for proper and effective coordination between education and population policies can hardly be over emphasized. It is hoped that this study would be found timely and evoke further interest in tackling more efficiently a very vital issue confronting our generation, Since India accounts, as it does, for one-seventh of the humanity, the stakes are indeed high enough to take up further intensive studies in this highly challenging area.

The present study, Coordination of Education and Population Policies in India, was undertaken by Shri S.P. Chawla on my request. This handy and compact work is in fact a part of a series of country case studies sponsored and supported by the Unesco Regional Office for Education in Asia and Oceania, Bangkok.

I take this opportunity to thank Shri S. P. Chawla who has completed this study and thereby paved the way for Indian scholars to probe further into the various facets of this vital issue. Thanks are also due to Prof. B. S Parakh, who in spite of his heavy burden of work gave the necessary guidance and encouragement to his colleague, Shri Chawla, in planning and completing this study. That Shri Prem Kirpal could find time from his busy schedule to go through this study and write a preface is itself an indication of the significance of the subject. I hope the study would be of interest to educators, planners and policy makers both in India and abroad.

SHIB K. MITRA
Director
National Council of Educational
Research & Training

New Delhi
May 10, 1978

PREFACE

Success of the population and education policies of India has far-reaching implications because they involve shaping the destiny of the one-seventh of the entire human race.

India stands today on the thresh-hold of a mighty transformation. Sincere efforts were initiated through the Five Year Plans with considerable determination and dynamism, resulting in rapid change and alround progress. The task of building a new India has inspired the people and a take-off stage has been reached in the pursuit of national development.

Population is an all pervading factor and an important element in all spheres of developmental activities. Direct plans to improve qualitative aspects aim at ameliorating the common weal. The problems involved are complicated and broadly cover the entire gamut of governmental activity.

Education is an important input for securing improvement of quality of life. Inspite of very large growth of educational system, we still have largest number of illiterates. The number of illiterates is increasing inspite of growing percentage of literacy. Consistent efforts to eradicate illiteracy among the adults and those who have failed to benefit from the formal schooling system have not so far yielded the desired results. Obviously, population growth has outpaced such efforts and the targets set-forth in successive plans of national development could not be achieved.

Therefore, it is imperative to review these policy areas and undertake a stock-taking of the progress made. Such an exercise should reflect not only the past accomplisments but also indicate signposts of their coordinated development.

The Case Study of the Indian Situation carried out by Shri S.P. Chawla makes a notable contribution to this objective. He has assembled very useful and significant data, which has been presented in a clear and concise analytical statement of policies and problems. The Case Study will be useful to the policy-makers and research scholars in an area of crucial importance to the development process. Its form and substance set a high standard of achievement for similar studies of human resources.

I am happy to write the Preface to Shri Chawla's Case Study which can be the basis of a more comprehensive publication. I have known. Shri S.P. Chawla for almost two decades from the time when he joined the

small and able Secretariat of the Indian National Commission for Unesco. Over the years he has enriched his experience and professional competence and I am sure he will make significant contributions to educational thinking and planning in the time to come.

Prem Kirpal

New Delhi

ACKNOWLEDGEMENTS

I am indeed very grateful to Unesco Regional Office for Education in Asia for offering me an opportunity to probe extensively into the vital issues of the day i.e. educational development and population policies of India.

I express my gratitudes to Dr. Shib K. Mitra, Director, National Council of Educational Research and Training for ali help and guidance.

I gratefully acknowledge active guidance I received from Professor B.S. Parakh, Head, Department of Education in Social Sciences and Humanities, N.C.E.R.T. Discussions with him on various aspects of this problem were very useful and helped me to develop deeper insight into the issues involved. He carefully went through every chapter and made valuable suggestions towards its improvement. But for his guidance and keen interest, it would not have been possible to deal with some of the finer points in a subtle manner.

I am also grateful to my teachers Dr. Asok Mitra and Dr. M.K. Premi of Jawaharlal Nehru University for their guidance regarding the format and coverage of the report.

I also owe much to Mr. R.C. Saxena, Reader in ... Department of Education in Science and Mathematics, N.C.E.R.T. who at times provided the needed inspiration.

Numerous officers of the Planning Commission, Ministry of Education and Social Welfare, Ministry of Health and Family Welfare and the Registrar General of India helped me in supplying the required information and offered clarification of doubts. I thank them all without resorting to name them individually.

Thanks are also due to Messrs Subash Gulati and A. Chakraborty who helped in preparation of the diagrams and cover-design.

Last but not the least, I owe to my wife Surya Kanta and sons Vikas and Vishal who untiringly gave strength and sustenance in accomplishing the assignment.

S. P. CHAWLA

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CHAPTER ONE

The Background and an Overview of the Problem

In South Central Asia, India, situated as it is at the head of the Indian Ocean, occupies a vantage position. The sheer vastness of its land and marked variations and contrasts in its relief, geological structure and climatic conditions are its potential assets which assure it a fairly self-contained economy. On the other hand these wide variations are manifested in its regional sub-cultures, multiplicity of languages, a large number of creeds and faiths followed by its people representing an equally wide ethnic composition, not to speak of its highly hierarchical social structure. All these facts will have to be kept in view while studying and analysing its domographic situation in relation to educational development of the country.

The following account delineates a general background of the country that will help in appreciating the nature of policies and measures adopted and bottlenecks being encountered in their effective implementation.

Geographical Background

Lying as it does entirely in the northern hemisphere, the mainland extends between latitudes 8° 4' and 37° 6' north and longitudes 68° 7' and 97° 25' east. The country extends 3,220 kilometers from north to south and 2,933 kilometers from east to west, covering an area of 3,298,987 square kilometers.[1] With about 2.3 per cent of the world's total land area, India ranks seventh among the comity of nations in respect of its size.

Physiographically, India consists of three distinct units—the young and high mountains led by the Himalaya in the north ; the young and fertile alluvial plains drained by the river systems of the Ganga and Brahmaputra besides the tributaries of Indus ; and the plateau of the great peninsula in the south. Inspite of its rocky and highly dissected nature it is scattered with pockets of fertile soils yielding a variety of crops. The land mass of peninsular India is flanked by narrow coastal plains. Although they are

the product mostly of the erosion, they are also studded with fertile deltas namely those of Cauvery, Krishna, Godavari and Mahanadi besides the Ganga-Brahmaputra delta, only a part of which fall within the boundaries of India.

The Himalayas help in lending the Indian sub-cortinent a personality of its own by shielding it from the cold northern winds of Central Asia. They also act as a barrier to the monsoon winds forcing them as it were to shed their moisture in the Indian sub-continent. They give rise to all the perennial rivers of India and feed them with rain water in wet season and by melted snow water in the dry season. The Himalayas are the store-house of forests and hydro-electricity—very important sources of perennial, inexhaustible or renewable power. The alluvial plains of India are world's one of the largest and oldest granaries. The old land mass of peninsular India is the store-house of its rich mineral wealth in which iron, manganese, bauxite and mica occupy a place of pride. A long coastline together with its island outposts provides India the necessary access to the rich marine resources not excluding rich fisheries.

The climatic variations in India are equally striking. Whereas in the north-eastern parts of the country it has the wold's rainiest spots like Cherrapunji with the rainfall exceeding 1000 centimeters per annum, it has also the world's driest places in the Desert of Thar in Rajasthan where it rains once in a few years. Yet the climate of India as a whole can best be described by two words—tropical and monsoonal. The Himalayas have succeeded in giving the whole country a tropical touch characterised by relatively high temperatures throughout the year, wet summers and largely dry winters. A glance at the diagram of planetary winds would indicate that India by and large falls within the zone of northeast trade winds which being land bearing provide little hope for rain in the major part of the country. However, it is the complete reversal of the planetary winds in India during the monsoons which bring rain, hope and life to each and every part of the country irrespective of variations in the amounts of rainfall from place to place. It is this monsoonal unity of India which is primarily responsible for the cultural unity and a common outlook and philosophy of people all over the country, notwithstanding contrasts and variations of every kind.

The variations in terms of relief and topography, geological structure and composition of rocks, climatic contrasts and wide range of natural vegetation all of which as reflected in a wide variety of soils ensure a very wide range of crops in India. There is hardly any major crop in the world which is not grown in India. India, in fact occupies a very dominant position in a large number of crops such as millets, rice, wheat, oilseads, pulses, jute, cotton, sugarcane, tea, coffee, tobacco and spices. *No wonder if agriculture still continues to be the mainstay of its economy. And it is this*

agriculture which provides a sustained base to its demographic profile characterised by the population explosion acquiring alarming proportions.

People

India is essentially a mixed assortment of various racial strands. People of various races entered into India in waves one after the other during the historical times. They spread over different parts of India and got interming led with one another and in the process lost many of their original ethnic traits, acquiring several other from others. India has become a home of almost all the major religions of the world. These religions however cut across ethnic boundaries. India is a multilingual country. As per its Constitution, there are as many as fifteen major languages.[3] They also cut across both the ethnic and religious boundaries. Besides, there are a large number of dialects spoken in various parts of the country. In large parts of India especially the border areas of linguistic groups, bilinguism has been the order of the day for several centuries. Thus bilinguism is not a modern phenomenon peculiar to modern cities only.

Notwithstanding all these diversities and differences, there is basic unity of culture and outlook in India which imparts uniqueness to everything Indian. People may live in different States, speak different languages, represent various castes and may belong to a wide variety of ethnic stock and yet may follow a common religion. Similarly, they may follow different faiths or creeds, belong to different castes and yet speak a common language. Thus region, language and religion are not necessarily divisive but they are also cohesive forces in their own right. The differences and diversities in India are not only accepted but they are also respected. The institutions such as linguistic States, bilinguism, multilinguism, secularism and respect for other man's views and those of the minorities as implied in demoracy are unifying factors which promote unity in diversity, a spirit of tolerance and catholicism. In fact, these are the indigeneous roots of the democracy as it is at work today.

Political and Administrative Set-up

On the midnight of 14th and 15th August, 1947, India an ancient country of the old world attained political independence from the British Rule. On January 26, in the year 1950, Indian people gave themselves a Constitution declaring their country to be Sovereign Democratic Republic. India is a Union of States. Its polity is federal in structure but unitary in nature—with a strong Centre, with which rest the residual powers – besides a well defined list of Central subjects. India is also committed to the ideals of socialism and secularism. It hopes and attempts to combine the

good points of socialism and democracy. India is keen to impart social and economic contents to its political freedom.

India today comprises of 22 States and 9 union territories. These are:

States

Andhra Pradesh, Assam, Bihar, Gujarat, Haryana, Himachal Pradesh, Jammu & Kashmir, Karnataka, Kerala, Madhya Pradesh, Maharashtra, Manipur, Meghalaya, Nagaland, Orissa, Punjab, Rajasthan, Sikkim, Tamil Nadu, Tripura, Uttar Pradesh and West Bengal

Union Territories

Andaman and Nicobar Islands, Arunachal Pradesh, Chandigarh, Dadra & Nagar Haveli, Delhi, Goa, Daman & Diu, Lakshadweep, Mizoram and Pondicherry.

New Delhi is the capital city of India with Hindi as its official language. English has been assigned the status of the associate Union Language and both are treated at par. Haryana, Himachal Pradesh, Madhya Pradesh, Rajasthan and Uttar Pradesh besides the Union Territory of Delhi are the Hindi speaking States. Rest of the States have their regional languages as the State language.

Education by and large has been a State subject and the role of the Centre is essentially advisory and confined to providing leadership in higher education and research. Mother-tongue is generally the medium of instruction particularly at the primary and secondary level. The general policy is to follow the three language formula wherein mother tongue, Hindi and English is taught in non-Hindi speaking States. In Hindi speaking areas besides Hindi and English one of the Indian languages is studied.

Demographic Backdrop

With its estimated population of over 600 million, India has been the second most populous country of the world, standing next only to China. It is worth noting that China possesses a land area three times that of India and its average density of population is only 83 persons per square kilometer (1953) as against 178 persons in India. *Today, India accounts for about 15 per cent of world's total population with only 2.3 per cent of world's land area at its command to sustain every seventh man in the world.*

As per estimates made by the Government of India, the mid-year population of India in 1976 was 606 million.[3] However, the exact latest figures of population of India are obtained from the Census report of 1971. At that time, the total population of India was 548 million. Of this 284 million were males as against 264 million females. Broadly speak-

ing, the sex ratio is 930 women per thousand persons or 52 males to 48 females.

The distribution of population in India in rural and urban areas is also significant. 80.09 per cent of the population lives in villages which happen to be well over half a million in number or to be exact 575,937. Only 19.91 per cent of the total population lives in cities, towns or urban areas.

According to the Census figures of 1971, there were about 80 million people belonging to scheduled castes representing the lowest rungs of the ladder at least socially if not economically. Thus they represent a sizable proportion of 14.60 per cent of the total population. Then there are tribal people who account for about 38 million or 6.94 per cent of India's total population. This sector of scheduled castes and scheduled tribes is obviously confined largely to rural areas.

Illiteracy which has been largely a legacy of colonial rule is still menacing. At the time of independence (1947), only 12.2 per cent of the total population was literate. By 1971 this percentage has risen to about 30 per cent. Although there has been a spectacular increase in the percentage of the literates, it is worth noting that for males the figure is as high as about 40, whereas in case of females it is as low as 20. Thus a very slow growth rate of literacy among the women is largely responsible for the overall low percentage of literates in the total population. Although the percentage of the literates has increased by nearly two and a half times since Independence till 1971, the absolute number of the illiterate population has also swollen considerably from about 300 million to 386 million. This in itself is good and a telling example to show that even for standing where you are, you have to keep running fairly fast to avoid regression.

Life expectancy at birth was 32 years soon after the attainment of independence. It has now risen to about 50 years (1971-76). Thus there is a spectacular rise in the life expectancy at birth but it is still far low than what it is in advanced countries of the world where it is 72 years and even above. The growing network of public health and medicare facilities has been responsible for this rise. The death rate during the period from 1911-21 to 1961-71 has fallen from 47.2 to 14.8 per thousand population. The infant mortality rate which was about 250 per thousand births has dropped to about 130 per thousand. Yet it must be noted with concern that the death rate including infant and toddler mortality rates are high enough to discourage adoption of family planning methods especially by the bulk of the population which is not yet covered by dependable public health and medicare services. It is

poorer section of the population and particularly the one that lives in rural India cut off from the modern health facilities. Unfortunately, it is this section that really makes India even today.

The growth rate of population in India is 2.2 per cent per annum. During the decade from 1961-71 the absolute growth of population in India was about 110 million people. *In other words as much as one fourth of the total population of the country was added in a single decade.* An analysis of the age composition would further indicate that there is going to be big spurt in the number of eligible couples in the reproductive age-group and as such the worse in rapid population growth is yet to come no matter how much we may succeed in bringing down the birth rate in immediate future. It is frightening to note that about 42 per cent of the total population is below 15 years of age. It has its own socio-economic implications, and indeed very alarming ones !

Data-sheet of demographic situation (Appendix : D) also provides a perspective of the problem.

Economic Conditions

For India a country that struggled relentlessly to achieve political freedom, attainment of Independence was only a means to an end. With nearly half of its population living under the poverty line which has been only very modestly defined, and which for all practical purposes simply indicates below sub-human living conditions, imparting of socio-economic contents to political freedom is a dire necessity. For want of this bare minimum or even at least a hope that conditions can and would improve, the very hard earned political independence would not only be in peril but in all probability it is likely to be the first casuality. Soon after adoption of Constitution, India accepted the idea of planned development through the joint efforts of the State and people. It also accepted the philosophy of a mixed economy where public, private, cooperative and joint sectors would work hand in hand to complement each others efforts. They would work in cooperation and not competition with one another. A Planning Commission, an advisory body of experts presided over by the Prime Minister of India was set up to take stock of national resources, to suggest ways and means to mobilize them, to fix priorities and to continually evaluate the policies and performance of planning at various levels.

The country has launched four Five Year Plans in succession from the year 1951. It was then followed by three annual plans before the Fifth Five Year Plan was initiated in 1974. During this period of planned development the following land-marks have been covered :

	1950-51 (in 1960-61 prices)	1973-74 (in 1960-61 prices)
1. National Income (In million rupees)	102,400	197,240
2. Per Capita Income	Rs. 284	Rs. 340
3. Gross National Product (In million rupees)	955,000	2,121,400
4. Intersectoral changes as reflected through percentage changes in gross domestic product :		
	(Per cent)	(Per cent)
i) Primary Sector	55.04	40.95
ii) Secondary Sector	29.00	40.46
iii) Tertiary Sector	15.96	18.59
	100.00	100.00

After having reduced all figures to 1960-61 prices to ensure comparability of all data it is very clearly discernible that during the first 24 years of planned development the country was able to increase its national income by as much as 93 per cent. However, the increase in per capita income is little less than 20 per cent. This clearly shows how the fruits of development or absolute growth in production is eaten away by the rapid growth in population. *The spectacular rise of 93 per cent in the national income reduced to a meagre rise of only 20 per cent in the per capita income is attributed to the disturbing fact that population during the period rose by as much as 60 per cent.* Furthermore, when we accept the fact that the fruits of economic prosperity are not evenly distributed among all the sections of the society it would be safe to conclude that bulk of the population is even denied of this paltry increase in the per capita income of 20 per cent spread over a period of 24 years. Thanks to the patience of our persevering and toiling massess !

State and the Population Problem

Where perhaps the most important objectives of the State is not only to promote planned socio-economic development but to accelerate its pace, the State is bound to be concerned about and exercised over the alarming growth rate of population. A race between the growth rates of economy and population to cancel out each other is bound to tax the patience of

those who run the government with the avowed purpose of raising the standard of living of the common man.

The Government of India was perhaps the first to adopt a State population policy by launching officially a big family planning programme right from the First Five Year Plan. On the one hand various welfare measures such as extension of educational facilities and public health and medicare services including nutrition supplies to children and expectant mothers resulted in bringing down the death rate considerably. On the other hand progress in the area of agriculture, industry and increase in social services tended as it were to keep the birth rate rather stationary. This explains the alarming growth of population.

The Government committed to the ideals of welfare and democracy found itself in a dilemma of the dire need to bring down the birth rate on the one hand at its earliest and not to resort to coercive methods which are the very anti-theses of the basic democratic and human values namely the dignity of individual and freedom of thought and action, on the other.

Not only the Government but even the entire intelligentsia in the society appears to be miserably torn between the need for raising the standards of living of the masses as quickly as possible on the one hand and the necessity of adoption of right means based on democratic values of voluntary action, flowing out of education and persuation in place of coercion and compulsion on the other. *The society is caught up in this moral and painful dilemma without any easy solution in sight.*

Complexity of the Problem

Besides the magnitude and urgency of the problem, it is further accentuated by several complexities such as :

i) According to the norms and values of the Indian society which is essentially conservative, conformist and mass-dominated, marriage is universal and its avowed purpose is procreation;

ii) In this society dominated by males there is a distinct and almost universal premium on male issues vis-a-vis females for various reasons – ritualistic as well as socio-economic – since the male issue symbolises socio-economic security in the old age;

iii) Seventy-two per cent of the total population being dependent on the primary sector of economy, any addition to the size of the family is taken to be an asset as the cost of bringing up the child is almost negligible;

iv) The abject poverty and apologetically low standards of living of the bulk of the population fail to provide even the needed moti-

vation to plan a family, what to speak of acquiring necessary skills for the same;

v) Inspite of the falling death rate it is still high enough to dissuade people especially in rural areas to take to family planning kindly; and

vi) The over-all low literacy and its preponderance among the adults including eligible couples in the reproductive age group is a big stumbling block for bringing about any quick breakthrough in the current population situation with all its menacing portents.

NOTES

1. Planning Commission : *Fifth Five Year Plan* (1974-79) ; New Delhi, 1976, p. 96.
2. *Constitution of India*, Eighth Schedule.
3. Registrar General of India & Planning Commission : *Notes on Population Projections* ; New Delhi, 1976, pp. 1-6 (mimeographed).

CHAPTER TWO

The Framework, Focus and Format of the Study

The framework of the present study has been based on the following basic assumptions :

i) The reproduction behaviour among the human beings is a highly personal and strictly private concern with perhaps the greatest social import;

ii) For tackling population problem effectively and commensurate with human dignity it is imperative that the population phenomenon is thoroughly understood;

iii) The population phenomenon is a complex one with several dimensions —biological, physiological and psychological; demographic, economic and political;

iv) In a welfare State committed to the idea of planned socio-economic development through the joint efforts of public and private agencies there should be well thought out population and education policies which move hand in hand reinforcing each other; and

v) The family life education and population education both in the formal and non-formal ways must precede any population programme or campaigns undertaken on mass scale. In fact, where life is essentially a series of social rituals, it would require adequate information, conviction, courage and personal skills to fight myths, stereotypes, superstitious and irrational beliefs at every step in personal, family and social life.

Major Objectives of the Study

The study aims at analysing population and education policies, actual plans and programmes, their achievements and failures with a view to identifying professed and actual coordination between the two. This over-all objective may be realised through the following specifics :

a) To study independently the major thrusts of population and education policies;

b) To study these policies and actual programmes in the area of population and education with special reference to their clientele in terms of vertical or hierarchical sections and horizontal sectors of the society whose needs they propose to meet;

c) To identify points of contact, areas of cooperation and coordination, of convergence and diversions and those of discord and contradictions, if any, both in the area of policies and programmes in the twin fields of population and education;

d) To find out the plausible correlates between the performance of population programme on the one hand and the health and education services, and growth rates of urbanisation, agriculture and industry and also the varying cultural backgrounds in different parts of the country on the other; and

e) To assess the role and effectiveness of public and private agencies engaged in population and education programmes.

It is hoped that points emerging out of this study would help in proper assessment of the present situation and appreciation of the needed remedial measures, if any.

Scope of the Case-Study

In keeping with the over-all and specific objectives of the present case study it is necessary that its scope is carefully defined and delimited, assumptions, if any are stated and basic sources of data and information are enumerated.

To begin with it is necessary to take into account the Constitutional parameters within which population and education policies and programmes are framed, implemented and evaluated all over the country.

As already stated the Republic of India is a Union of States where Union and State spheres of activities have been defined in its Constitution. Accordingly there are three lists—Central, State and Concurrent.

Economic and Social Planning finds place in the Concurrent list, whereas public health and education have been included in the State list. It was only in the year 1976 that Population Control and Family Planning and Education have been put on the Concurrent list. In any case, even under this arrangement educational administration would remain a State responsibility. However, it may be added here that the national debate regarding the placement of education in the Concurrent versus State list is

still continuing and is thus vexed with uncertainty. For the purpose of the present study for all practical purposes it may be taken to be a State subject.

Another assumption derived from the actual Centre-State relationships in the field of education, public health and economic and social planning it would be appropriate to say that major policies in these areas were generally evolved through a national consensus in close collaboration with States. The dominance of a single national party – Indian National Congress during the past 30 years had by and large a wholesome effect on promoting healthy Centre-State relationship. Rarely there was a conflict in these areas between the two. Another factor which needs mention is the fact that many of the new policies and programmes which were initiated by the Centre were generally accepted by the States because of the outright or matching grants made available by the Centre for implementing the same.

The setting up of a Planning Commission at the Centre in 1950 was an important landmark in coordinating policies and programmes of various ministries in the Centre and also between the Centre and States. It is interesting to note that the Planning Commission of India was one of the very few institutions in India that were not visualised by the fathers of the Indian Constitution and yet it came to wield considerable power in its national life. *The Planning Commission presided over by the Prime Minister of the country helps to promote unified action, somewhat better coordination and concerted efforts to accelerate the growth of economic and social development.* It is in the documents of the Planning Commission, mainly the drafts of the Five Year Plans and their reviews that throw light on the degree of coordination between population and education policies and their implementation. It may also be noted here that it is the general practice that annual 'plans' (and their budget provisions) of every State are required to be cleared by the Planning Commission in order to ensure proper coordination of efforts within the agreed national priorities and the quantum of overall resources available for the same.

In order to ensure proper focus for the present study it is necessary to delimit the study for a specific period. It has, therefore, been decided to restrict the period of the study entirely to the post-independence era in general and from 1950 to 1976 in particular. This covers the era of planned development since Independence.

The term population policy also needs to be carefully defined and delimited for purpose of the present study. Population policies generally originate, spill-over and reach out very diverse departments of government and their areas of activities ranging from taxation policies to various welfare measures including health and education. But in this study, popu-

lation policy would be mainly confined to the area of family planning as outlined in different Five Year Plan documents followed by a culminating document on National Population Policy as was adopted by the Government of India in the year 1976.

The education policy on the other hand has its roots in the directive principles of the Constitution which make it mandatory on the part of the State to provide in a period of ten years that is by 1960, free and compulsory education for all children between the age group of 6 to 14 (Article 45). However, a major and significant landmark in the area of formulation of education policy was the report of the Kothari Education Commission: Education and Development 1964-66. This was followed by the adoption of the National Education Policy by the Union Government in 1968.

Data Base

The implementation of population policies would be reflected or would result in actual situation which can be measured empirically mainly through the statistical data. Hence, the demographic data base would be mainly confined to the following authentic sources of vital statistics.

i) Decennial Censuses: Until Independence, Indian Census Organisation was comparable to a comet which would reappear on the horizon periodically at the exact interval of certain years which happened to be ten in case of the Indian Census. However, since Independence, with the drastically changed function of the State, the organisation has become a permanent body which is busy year in and year out in processing and publishing variety of demographic data which serves as a base for constant evaluation and planning. In 1971, the organisation has celebrated its first centenary. Apart from providing demographic facts, census provides a wealth of information about different socio-economic characteristics of the people. The Registrar General of India brings out a series of publications to provide extensive as well as in-depth information at macro and micro levels.

ii) Sample Registration Scheme also started by the Registrar General of India in 1964-65 provides reliable birth and death rates for different areas at both State and and national levels.

iii) National Sample Surveys launched in the fifties supplement the census data. Even a few village surveys on a random sampling basis are conducted and brought out in all their details.

Educational statistics which throw light on expansion of educational facilities, progress of education, financial allocations cost-benefit analysis are available from various sources, the most important being the All India Educational Surveys. These longitudinal surveys conducted at regular

intervals throw enough light on not only the quantitative but also the qualitative aspects of educational progress. Three comprehensive surveys have so far been completed, the last one being in the year 1973. Its findings have recently been released by the National Council of Educational Research and Training—a technical wing of the Ministry of Education and Social Welfare, Government of India.

Ministry of Education brings out every year a report of its educational activities. These reports also serve as a source of the latest information on various educational policies and programmes.

Likewise, Ministry of Health and Family Welfare brings out from time to time several reports and publications on various aspects of Family Welfare Programme including research and development activities. National delegations participating in the world health, population and other meets or conferences very often present comprehensive country statements. These also serve as a handy and authentic source of information on the subject.

A large number of research journals containing articles and findings of surveys and researches relating to various aspects of family planning programmes are also available. They have been made use of in the present case study.

Format of the Study

The first chapter of the present case study provides a general background of the country, its land, climate and composition of its people and their cultural heritage. It outlines in brief the socio-economic conditions of the people and the degree of change they have undergone during the past quarter of a century. Also included in it is a brief overview of the population problem which the country is confronted today.

The second chapter outlines the framework, provides a focus and briefly explains a format of the report. It enumerates basic assumptions, defines and delimits certain basic terminology and lists basic sources of information on which the present study draws generously.

Chapters three and four deal with, in the first instance, independently, the population and education policies and then proceeds to identify the areas of coordination and convergence as well as those of divergence and contradictions. For this purpose, there is a detailed review of programmes, their implementation, achievements and drawbacks or failures.

Chapter five is devoted to identifying coordinating agencies both public and private, their role and effectiveness in discharging functions either assigned to them or have been undertaken by them.

Keeping in view a large number of socio-economic variables which ultimately either contribute to the success of various schemes or lead to their failures need to be studied in depth mainly as illustrations for arriving at valid conclusions. Chapter six deals with these at length.

Chapter seven traces the relevance of the case study and pinpoints the basic attributes of the problem. From this premise it proceeds to illustrate the strategies of implementation in India. It also presents an analysis of India's experience both at the individual and societal levels and finally identifies the future prospects.

CHAPTER THREE

Analysis of Population Situation Policies and Programmes

August 15, 1947 has been a day of tremendous significance to the people of India during the twentieth century since it was on that day the country became free from a foreign yoke. The year 1921 has also been equally significant as an important landmark in the history of this country without being realised so commonly. The demographers have now established this fact only after collecting data for the past hundred years. The conclusion they have arrived at is that *the year 1921 represents a great demographic divide*.

The Great Demographic Divide :

The idea of the year 1921 as a great demographic divide becomes very clear if we take the population of that year as one hundred and reduce the population figures for the decades in the twentieth century :

1901	1911	1921	1931	1941	1951	1961	1971
95	100	100	111	123	143	175	218

The decennial growth rate of population over the past seventy years also makes that point very clear. They were:[1]

−1.10 +5.73 −0.30 +11.00 +14.23 +13.31 +21.52 +24.80

The population of India has been steadily increasing since 1921 at a progressively faster pace. This becomes adequately clear from Table II (Appendix : D). The highest rate of population growth was 24.8 during the last decade 1961-71. The annual growth rate of population for this period works out to 2.2 per cent. At this rate the population of India should double in 32 years that is by 2003 A.D. it should be 1096 million strong. This may not be actually so for various unpredictable variables. But the trend and the message is indeed alarming. The birth rate which was 49.2 between 1901-11 has slightly come down to 41.1 during 1961-71 whereas the death rate has tumbled down from 47.2 in 1911-21 to 18.9 in

1961-71. Table III (Appendix: D) includes the details of the vital events over a period.

Internal Variations in Population Growth

As against this rapid over-all population growth it may be noted that there are meaningful or significant variations in the rate of population growth—sex-wise region-wise, rural and urban sector-wise, community-wise and according to the sectors of economy. These variations some of which are fairly disturbing have a great bearing on the nation's commitment and current efforts to raise the standards of living of its masses. Table IV (Appendix : D) gives distribution of population by States and Union Territories.

Growing Unfavourable Sex-ratio and Inequity between Sexes

A gradual and steady fall in the number of women per thousand of men from 972 to 930 (1901-1971) is disquietening. From a strictly demographic point of view it may help to have a relatively low growth rate of population, but it is certainly unnatural, is also potential cause of certain social tensions and evils and above all is an indication of low esteem in which women are held by the society at large. It may be added here that socially and economically advanced countries invariably have a favourable sex-ratio for the simple fact that biologically speaking females are a stronger sex as compared to the males. It is further corroborated by the universal fact that their longivity or life span is greater than those of men. In India the life expectancy of women was higher than that of men till 1921. However, thereafter it has always been lower than that of men. The lower socio-economic status of women in the country is an adverse factor in making people realise or accept planned families as a way of life. It is obvious that unless a woman is able to participate in decision making, the small family norm is likely to be a far cry—a cry in the wilderness. A reversal of this trend in near future should prove a welcome socio-economic indication.

A wide variation between male and female literacy, about 45.28 per cent for males and 21.84 per cent of females (excluding age group 0-4) is yet another point in the same sequence. It only points out how difficult it is to bridge the gap between the status of males and females in the country. The equality of sexes even today is no more than a subject of mere academic interest.

Preponderance of Young Population

Continued high birth rate and considerable decline in mortality rate have created a very broad base and a tapering top. In other words, *the proportion of young population (0-14) has improved from about 37.0 per cent in 1951 to about 42.2 per cent in 1971. In contrast, the proportion of population in age-group 15-59 has declined from about 57.0 per cent to about 52.0 per cent in the corresponding period.* Distribution of population by different age groups is included in Tables V & VI (Appendix: D).

According to one estimate, for the annual increase of about 13 million people we need :[3]

112,000 schools ;
330,000 teachers ;
2,220,000 houses ;
1,670,000 metres of cloth ;
11,100,000 quintals of foodgrains ; and
3,540,000 jobs.

On balance, it can be inferred that high dependency ratio makes the tacks more difficult.

Faster Population Growth in Urban Areas

It is true that the present population growth rate of 2.2 per cent per annum is highly alarming, particularly when we note that India has a very broad base and the absolute population added in a single year is as high as about 13 million—which even surpasses the total population of the Australian continent. This continent of about two and a half times as large as India, took nearly 200 years to reach its present population size. But when we take into account the rate with which the urban population has been increasing, the situation very rightly calls for a careful examination. The urban population which was only about 11 per cent at the turn of the present century has now risen to almost 20 per cent. During the last decade alone (1961-71) rate of growth of urban population was as high as 3.82 per cent per annum against the all-India average of 2.2 per cent. Total urban population increased from 79.9 million in 1961 to 109.1 million in 1971. Even among the urban population the big cities and metropolitan towns have been growing at a much higher rate than towns of small and medium size. Towns with population between 50,000 to 100,000 are growing at the average rate of 4.53 per cent and those with 100,000 and more population are growing even at a higher rate of 5.22 per cent per annum. This situation, with a progressively well marked trend has been further responsible

for taxing very limited resources of the State and its metropolitan bodies. The problem of providing bare minimum amenities of iife such as water, electricity, housing, medicare and education and above all employment are becoming more and more acute day by day. They create situation which is socially volatile and politically explosive. They breed social tensions, encourage corruption, social evils and malpractices, and promote crime out of all proportions,

Psychology of 'Minorities' and Population Growth

Whereas the total population of the country during the past decade has increased by 24.8 per cent, the figures for the scheduled castes and scheduled tribes have been 24.18 and 25.99 per cent respectively. Both socially and economically they constitute the weaker sections of the society. Together they constitute 21.54 per cent of the country's population. Coming to the religious minorities, the situation is rather more alarming. The three major minority communities Muslims, Christians and Sikhs have over the past decade shown an increase in their numbers by 30.85, 32.60 and 32.28 per cent respectively. The only footnote that needs to be added here is that this growth in population may not necessarily be entirely due to rise in their fertility rate. Nonetheless it is clear that the fertility rate in these communities is much higher than the national average. Findings of a few studies in this regard are as follow.

i) Sinha, J.N. : *Differential Fertility and Family Limitation in an Urban Community of Uttar Pradesh (Kanpur & Lucknow) in Population Studies, II. Part 2 (1957).*

"The average family size for mothers aged 40 year and over was 5.5 among Christians, 7.8 among Muslims and low caste Hindus."

ii) United Nations & Government of India : *The Mysore Population Study*. Population Studies No. 34, New York 1961.

"Muslim women who had ever married had borne on an average more children than Hindu women. The mother tongue had little relation to fertility while religion was associated with it."

iii) Rele, J.R. : *Fertility Differentials in India - Evidence from a Rural Background* in Milbank Memorial Fund Quarterly, 41.2 (April 1963), pp. 183-99.

"Social class had the greatest influence on fertility. Upper class Hindus had lowest fertility and Muslims the highest. These differences in fertility were apparent only after 15 years of effective marriage duration."

iv) Zodgekar, A.V. : *Level and Differentials in Fertility in Gujarat State*, Demographic Training and Research Centre, Bombay, 1967 (mimeographed).

"The average number of children born per woman for all marriage durations was lowest (3.5 for both rural and urban) among Hindus and highest among Christians (4.1 in rural and 4.0 in urban areas)."

"The average number of children born per woman of incompleted and completed fertility was lower among Hindus (2.9 for Hindus and 5.1 for non-Hindus in rural areas, 3.0 for Hindus and 5.1 for non-Hindus in urban areas)."

Regional Variations

Of the 22 States in the country as many as 14 have a growth rate of population which is higher than the national average. Their range varies between 2.5 per cent in Orissa and 4.0 per cent in Nagaland. All the Union Territories have been growing at a much higher rate than the national average, the range being 2.8 per cent in Pondicherry and 11.4 per cent in Chandigarh. The two major States of Uttar Pradesh and Bihar have the growth rate below national average simply because the death rate in these two States is still on the high side which in course of time is bound to come down accelerating the over-all national growth rate substantially. One of the natural corollaries of the rapid population growth in a State or a Union Territory is that it entitles it to have greater representation in the State and Union legislatures and in the government. Also it makes it entitled for more financial assistance from the Union Government.

Growth of Population and Poverty

The active labour force and its productivity has a direct correlation with national income, gross national product and correspondingly with per capita income. The age structure of the population with the tremendous preponderence of the young dependent population is in itself a negative factor. As many as 42.2 per cent of the population is in the age-group of 0-14.

Yet another adverse factor is the shocking variation between male and female participation rates in the working force. As per 1971 census whereas 52.50 per cent of the total male population constituted the part of the working force only 11.85 per cent of the total female population was adjudged to be the part of the working force. This is a reflection on the social values and outlook which is bound to hinder economic produc-

tion and to that extent perpetuate poverty which in turn promotes high fertility rates.

The sector-wise distribution of workers also throws light on the economic conditions of the people. As much as 72.56 per cent of the population is engaged in the primary sector that is agriculture (72.05 per cent) and mining (0.51 per cent). The returns of primary sector of the economy are universally the lowest and hence it is the reliable index of the over-all poverty of the people. The total income from agricultural sector generally varies between 40 and 45 per cent of the total national income, depending upon the favourable or otherwise monsoon conditions each year. *Thus 72 per cent of the labour force should account for at best 45 per cent of the national income should speak for itself.* The degree of poverty of the bulk of the population engaged in agriculture and constituting the backbone of the economy should indicate the plight of the masses especially in rural areas even when one may assume that their gains are equitably distributed. Unfortunately the latter contention is also not borne out by facts.

The total number of workers engaged in the secondary sector of the economy namely manufacturing industry of large, medium, small and cottage industry is miserable low. It is just 10.69 per cent of the population. It is this sector that really adds value to the raw materials or primary products in a country. The lack of adequate expansion of this sector of economy is bound to reflect on the economic conditions of the people as a whole.

Even more disturbing is the fact that 16.75 per cent of the total workers are engaged in the tertiary sector who offer services rather than goods to the national economy. The share of these people is at the cost of the remaining directly productive sectors of the economy. This sector being more effectively organised, being more vocal, more politically conscious and influential is able to extract or appropriate to itself a disproportionately big loaf of bread of the gross domestic product (34.3 per cent) particularly at the cost of the rural sector. It may not be out of place to mention that it is only in these two sectors – secondary and tertiary— which together account for 27.44 per cent of the total population that there may be a legitimate desire and an incentive to adopt small family norm.

India ranks ninth among the highly industrialised countries of the world yet it is almost at the bottom of the world when per capita income is taken into account, which is about 110 U.S. dollars. Leaving international comparisons which are at times not very meaningful, even by the poor Indian standards, a very substantial part of the population is claimed to be below povery line. This percentage of people living below the poverty line is not only substantial but it is even claimed that their

number has been continuously swelling notwithstanding considerable increase in gross domestic product. Nearly 40 per cent of the population has been claimed to be below poverty line where the per capita private consumption is less than Rs. 25 per month.

With the population of the country growing at the rate of 2.2 per cent per annum and economy of the country expanding at an average rate of about 3 per cent per annum during the Fourth Five Year Plan, it is but natural that a large proportion of the new entrants to the labour force should find themselves without job. The result is obvious. The backlog of the unemployed has been increasing from year to year and from one plan period to another. As per one source during the Second and Third Five Year Plans, 6.5 and 14 million jobs were created and yet there were 12 million unemployed by the end of the Third Plan. It had been estimated that the number of unemployed was 4 million at the beginning of the First Five Year Plan. But at the beginning of the Fifth Five Year Plan the number was estimated at 35 million. In terms of 27th Round of the National Sample Survey (1973), 2.05 per cent of the labour force (15 years and above) is unemployed. Table VII (Appendix : D) reveals more details about the unemployment rate in India. It may further be added that the problem of underemployment is equally grave and is even more wide spread and has its own socio-economic consequences.

If we take the share of the bottom 30 per cent of the total population which can be claimed to be destitute, their share in private consumption is as low as Rs. 51,600 million as against Rs. 383,340 million for the entire country in the year 1973-74. Their mid-year population was 173 million out of the total population of 577 million. If one takes into account the bare minimum at the current price level the monthly private consumption should be of Rs. 40.6 or Rs. 487 per annum. The total private consumption of this sector of the society should be Rs. 84,250 million as against the present Rs. 51,600 million. Percentage wise it would then be 21.98 per cent of the total private consumption for 30 per cent of the total population.[3]

This should give an idea of the magnitude of the problem of poverty its acuteness or intensity of poverty and its implications for readily accepting the small family norm by the bulk of the population. Any sound and long term population policy will have to take into account this appalling poverty which invariably favours high fertility and breeds scepticism of all tall talk of family planning.

To sum up, it must be accepted that the gap between somewhat steady birth rate and rapidly falling death rate is too serious a matter to be left to its fate. With a very broad-line of the absolute population in India, the population growth runs into astronomical figures. The situation is qualita-

tively even worse for the most disquieting features such as : (i) unfavourable sex-ratio and unequal participation of women in the labour force indicative of very low socio-economic status of women; (ii) the marked tendency towards wider and wider base in the population pyramid of the country pointing out to the preponderance of economically dependent population resulting into low per capita income which is already dismal ; (iii) the impending spurt in the number of eligible couples entering into reproductive age group; (iv) a marked trend towards urbanisation, particularly flocking of people in big metropolitan cities, alongwith its politico-socio-economic ramifications; (v) the natural psychology of minorities to swell their numbers for reasons of political security ; (vi) the striking regional variations indicating too rapid a population growth in certain parts enabling them to get better representation in the State and Union legislative bodies and also in matters of central financial assistance for developmental activities ; (vii) the ever-increasing backlog of the unemployed in the country alongwith its unhappy socio-economic consequences such as poverty, frustration and crime ; (viii) the continued preponderance of the population in the primary sector of the economy which by and large adds little to the goods and services to raise their value and consequently being responsible for relatively low gross domestic product ; and (ix) the cost of bringing up a child in this sector of population being the least and that the children taken to be assets who begin to contribute economically even at very young age, there is hardly any incentive to adopt a small family norm. In this unorganised or self-employed sector there is hardly any idea of social security by way of old-age benefits and the like. And hence there is premium on children some of whom are expected to survive and support parents in their old age after giving due allowance to the inevitable death of some of the children as the death rate especially in the countryside is still discouragingly high.

Meeting the Challenge :

The foregoing elucidation of population situation and dilemma bespeaks of an urgent attention. Government of India, therefore, rightly accorded legitimate priority to the population control policy eversince it launched massive programmes of socio-economic development.

Early Efforts

Many Indians had viewed the spectacle of overpopulation even long before the country attained independence. Between 1916 and 1936, family planning was advocated by pioneers like Dr. B.D. Karve and Mr P.K. Wattal. The first government sponsored birth control clinic anywhere in the world was set up in Karnataka State in 1930. In 1935, the Planning Committee of the Indian National Congress chaired by late Jawaharlal

Nehru expressed concern on the growing population. The Committee submitted a report emphasising that in the interest of social economy family happiness and national economy, family planning and limitation of children are essential and the State should adopt a policy to encourage these.

J.H. Hutton, Census Commissioner for 1931 Census had also pleaded for limiting the population growth.

Thus a good deal of awareness existed when the country became independent in 1947. "There were, however, no roads, no sign-posts to guide it and the society by and large was too conservative to accept new ideas."[4]

Positive Steps after Independence

India claims the distinction to be the first country in the world to adopt family planning as a national policy in 1952. The population policy that emerged as a part of a comprehensive development planning "aimed at arresting the growth in numbers at a level which could be sustained by country's economy so that people could live better life."[5] Gradually, this policy became an essential part of the total strategy of socio-economic growth which the country adopted.

Over the years and on the recommendations of several evaluations of the programme, the strategy has been invigorated so as to create a major breakthrough in meeting the challenge.

Indian Constitution and Population Policy

Although responsibility for public health, sanitation, hospitals and dispensaries has been apportioned to the State Governments (List II, State List, Entry 6), the Economic and Social Planning is a concurrent responsibility of the Centre and the States (List III, Concurrent List, Entry 20). In terms of the recent amendment of the Constitution (42nd Amendment), Population Control and Family Planning has also been made concurrent responsibity (List III, Concurrent List, Entry 20 - A). In any case, from its inception, family planning programme has been a centrally sponsored programme i.e. assistance for implementation of the programme is provided by the Central Government on cent per cent basis.

Approach

The family planning programme has been voluntary and primarily directed to the building up of an active public opinion in favour of small family norm.[6]

National Population Policy

On April 16, 1976, former Minister of Health and Family Planning (Dr. Karan Singh) declared a National Population Policy in the Parliament. The main thrust of the policy continues to be meeting the challenge of high rate of population growth more effectively. The policy contains imaginative and bold measures to achieve the target of reducing the birth rate from an estimated 35 per thousand to 25 per thousand and bring down the annual growth rate of 2.2 per cent to 1.4 per cent by 1984. A copy of the National Population Policy has been appended at the end (Appendix: A). Some of the dynamic measures recommended by the Policy are listed below:

i) Raising of age of marriage to 18 years for girls and 21 years for boys;

ii) Freezing of representation in the Parliament and State Leglislatures upto 2001 on the basis of 1971 census;

iii) Reservation of eight per cent of Central assistance/resources specifically for States showing better performance in family planning;

iv) Adequate outlay for girls' education;

v) Introduction of population education in the educational system;

vi) Annual review of progress of family planning by Union Cabinet;

vii) Raise in value of incentives for adoption of family planning;

viii) Group incentives to make family planning as a mass movement;

ix) Introduction of model schemes for voluntary organisations relating to family planning;

x) Promotion of research in reproductive biology and contraception;

xi) Inducements and fringe benefits to those who have accepted family planning;

xii) Development of a new multi-media motivational strategy which involve a rural oriented approach; and

xiii) States may have compulsory sterlisation acts depending upon their facilities and conditions.

Youths' Contribution

The recent plunging into of some youth leaders for making family planning programme as a mass movement requires special mention.

No doubt, the performance in achieving the targets of acceptors has improved considerably, their *over zealousness has created an aversion among many a eligible couple*. The original approach of motivation and voluntary acceptance was a time tested and required adherence.

Although, commitment to the cause is the dire need of the day, the programme has suffered ignominy.

Five Year Plans and National Family Planning Programme

At this juncture, it will be useful to review the family planning programme which has been the main plank of the population policy and the the stages of its growth over the period.

a) Beginning: The Government of India was the first among the few governments of the world to adopt family planning as a national policy—as an integral part of its planning for social and economic development. Separate funds amounting to Rs.6.50 million were provided in the First Five Year Plan (1951-56) for this programme.

However, in the beginning the programme was quite modest and more or less of exploratory nature. The principal aim of programme was to give, through the existing government hospitals and clinics, advice on family planning to those who sought it and conduct demographic research and attitude studies. It is obvious that the efforts were initiated to develop a programme which could really have a wide scale impact.

b) Development of a National Programme: Second Plan affirmed that over a period, the outcome of development effort could be noticeably different if population trends are altered in the right direction.[7] Thus, greater emphasis was given to the programme by way of setting up of family planning boards at the Centre and in the States for giving guidance and laying down policies.[8] A Director of Family Planning in the Union Ministry of Health and State Family Planning Officers in the States were also posted to give a firm base to the programme.

The number of service clinics also rose from 147 at the end of the First Plan to 4,165 at the end of the Second Plan and about 147,000 sterlisation operations were performed.[9]

Besides, an awareness of family planning programme was created through mass-educational media like posters, pamphlets, folders, films, slides and exhibitions.

The 'clinical approach' reached relatively small fraction of people and, therefore, impact on birth rates was nominal.

Against the provision of Rs. 50 million included in the Second Plan, the expenditure was about Rs. 22 million.

c) Landmarked Progress : Momentous decisions were taken during the 1960s' not only for changing the strategy of the operational

aspects of the programme but also for changing the administrative procedure and some other aspects of the problem. Third Five Year Plan (1961-66) emphatically declared that 'objective of stabilising the growth of population over a reasonable period must be at the very centre of planned development.' The programme of family planning involving intensive education, provision of facilities and advice of largest possible scale and wide-spread population effort in every rural and urban community has therefore, the greatest significance.[10] In replacement of the 'clinical approach' pursued during the 1950s' the 'extension education approach' was adopted. A large scale motivational campaign was launched and services were expanded vastly to take them to the doorsteps of the people.

Following two evaluations of the National Family Planning Programme by the United Nations' teams and two by the Planning Commission, important changes in the programme were made so as to make it more responsive to the needs of the masses.

d) Breakthrough : Many significant things happened during the period from 1966-74 representing three annual plans (1966-67—1968-69) and Fourth Five Year Plan (1969-74). The programme was consolidated and considerably expanded. It was in 1966 that the programme became target oriented.

The Plan recognized the crucial role of population education and stressed that 'there be purposive campaign in educating the young and old alike on the importance of small family norm..... The importance of introducing subjects of population growth and control in the curricula for the entire school stage cannot be over emphasized'.[11]

The programme was considered as a 'kingpin' of all development programmes and ultimately for improving the quality of life. Important steps taken during this period are :

i) Introduction of population education;
ii) Integration approach of health, family planning, maternal and child health (MCH) was adopted and vigorously pursued;
iii) The programme became target oriented;
iii) Intensive District and Selected Area and All India Hospitals Post-Partum schemes were initiated;
v) Medical Termination of Pregnancy Act, 1971 came into force on April 1, 1972;
vi) Expansion of infra-structure, availability of supplies and services and mass-education and motivation got impetus; and
vii) Evaluation studies of the programme were undertaken by various agencies and organisations i.e. United Nations; Planning Commission;

Operational Research Group, Baroda; Council of Social Development, Delhi, etc.

e) Culmination : Fifth Five Year Plan (1974-79) can appropriately be construed as the culmination of the development of India's population policy. The Family Planning Programme has received the highest priority and is recognised as the major premise upon which the socio-economic rejuvenation of the people depends. On the one hand greater integration of the programme with the general health, nutrition and maternity and child health schemes has been exercised and on the other, it has become a vital part of the total socio-economic change which India is experiencing. *In return, the momentum gathered by socio-economic programmes is bestowing strength to family planning programmes. Ultimately, the level of success will become common and the oft-quoted cliche that 'development is the greatest contraceptive' will become meaningful.*

For achieving the principal objectives of the Fifth Plan i.e. i) eradication of poverty; and ii) creation of self-reliant economy, many schemes have been launched.[12] Among them, the most significant relates to provision of basic minimum needs of the people and give them a better deal. Under this programme (MNP), minimum uniform availability of i) elementary education for children upto the age of fourteen; ii) public health facilities integrated with family planning, preventive medicine, nutrition and maternity and child health care; iii) drinking water in villages; iv) home sites for landless labourers; v) all-weather rural roads; vi) rural electrification; and vii) environmental improvements in slum areas has to be assured to everyone.[13] The commulative effect of all these is expected to be on fertility reduction among the bottom segment of population.

National Population Policy envisaging reduction of growth rate of population from 2.2 per cent to 1.4 per cent by 1984 included imaginative and bold measures.

Role of Voluntary Organisations

Voluntary organisations, were the pioneers in setting up of family planning centres in India and they have continued their unflinching support to this programme. All India Women's Conference set up in 1930 to further the cause of women's education publicly supported the family planning movement in 1951 as a step for emancipation of females. It has about four hundred branches and can do still more challenging work.

Family Planning Association of India set up in 1949 continues to be the foremost among the voluntary organisations of the country and has served the cause of family planning programme effectively in enlisting

acceptance. It has 26 branches which run 58 clinics (49 of them are in urban areas). More than 300 non-governmental family planning centres are being run by the voluntary organisations in the urban areas.

Besides these two, the main goal of Bhagini Samaj, Bhartiya Grameen Mahila Sangh, organised sector and tea-garden associations has been to help and serve the women. Population Council of India also seeks to provide a big leeway to the population policy by covering fresh grounds in voluntary work.

In the light of the provisions of the National Population Policy and formulation of model schemes relating to family planning programme, still greater participation of the voluntary organisations is on the cards, e.g.

i) Involvement of youth organisations in family planning programme;
ii) Involvement of women's organisations in the programme;
ii) Motivational work by existing voluntary organisations – additional inputs for intensive family planning work; and
v) Extension of facilities for sterlisation in the rural and semi-rural areas through voluntary organisations.

These schemes are designed both for voluntary organisations already involved in the programme and those which can possibly be involved.[14]

Outlays and Expenditure

Government's serious concern to the population problem is also reflected from consistent stepping up of outlays included in the Five Year Plans. Following table and a diagram give an idea of steep rise in plan outlays for this programme.

Outlay and expenditure on Family Planning Programme during different plan periods in India

(Rupees in million)

Plan/Period	*Outlay*	*Expenditure*
1	2	3
First Plan 1951-56	6.30	1.45
Second Plan 1956-61	49.70	21.55
Third Plan 1961-66	269.75	248.60
Annual Plans (Inter-Plan period) *1966-67 to 1968-69*	829.30	704.65

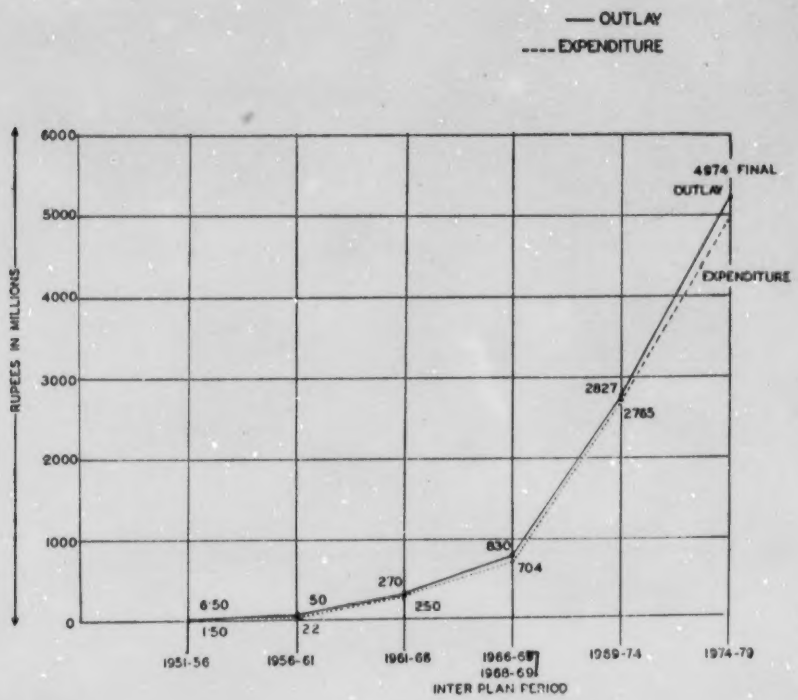
(*table contd.*)

1			2	3
Fourth Plan	*1969-74*		8500.00	2765.00
Fifth Plan	*1974-79*	original :	5160.00	2376.50
		revised :	4974.00	(likely expenditure in first three years)

Sources : 1. Ministry of Health & Family Welfare Planning : *Family Welfare Planning in India, Yearbook 1974-75* New Delhi, p. 7

2. Planning Commission : *Fifth Five Year Plan* 1974-79, New Delhi. 1976, p. 80

EXPANSION OF OUTLAY AND
EXPENDITURE ON
FAMILY PLANNING
OVER DIFFERENT PLAN PERIODS



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Achievements

Having reviewed the stages of development and expansion of outlays fed into this programme, an idea about the extent of achievements is required. This can be had from the following table :

Family Planning Performance during the different Five Year Plans

Period	Sterlisations			IUD	Conventional contraceptive users	Percentage of couples protected by all methods
	Vasectomy	Tubectomy	Total			
Second Plan (Jan. 1956-Dec. 1960)	70,965	81,712	152,677	—	—	0.2
Third Plan (Jan. 1961-March, 1966)	1,068,638	304,528	1,373,166	812,713	582,141	3.0
Inter-Plan period (1966-67-1968-69)	3,816,583	575,413	4,391,996	2057,436	960,896	8.7
Fourth Plan (1969-74)	6,571,106	2,432,520	9,003,626	2149,160	3009,995	16.4
Fifth Plan (1974-79) Targets			18,500,000	5700,000	10,000,000	35.9

Source : Ministry of Health & Family Planning, Department of Family Planning : *Family Welfare Planning in India Yearbook*-1974-75, New Delhi, p.8.

The preceding table, however, does not reflect the pronounced regional imbalances that exist in coverage of eligible couples. A diagram on front page highlights this important aspect. It is quite interesting to mark that some of the States having large proportions of population have still to make a cognisable headway in this regard. Upto-date information regarding performance is included in Table VIII (Appendix : D).

Evaluation

The objective of the evaluation is to examine whether the family planning programme which professedly started as an integral part of the developmental strategy has been effectively blended with the socio-economic development programmes undertaken during the Five Year Plans.

At the beginning of the planning era, there was little coordination *interse* between the developmental programmes in general and more particularly between the Centre and States. The first task was, therefore, to secure a coordinated view of the basis of priorities. It was recognised more and more that unregulated or uncoordinated operation of economic and social forces cannot secure fulfilment of ends. To some extent, the Plans have attempted to synthesise and coordinate the development programmes that were initiated.

In the review of the First Five Year Plan it had been stated that the Plan would be a 'step in new direction in promoting the development and greater degree of coordination of development activity.[15]

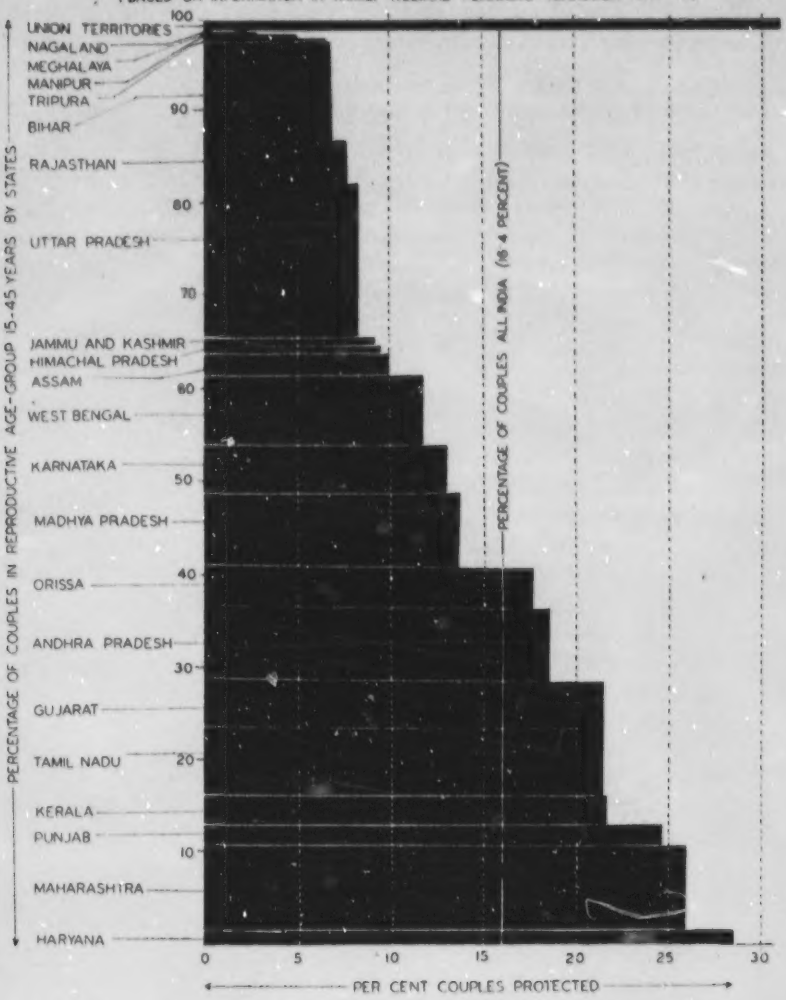
Numerous schemes have developed as an integral part of the Family Planning Programme and there is little exaggeration in the statement that they have provided a strong feedback to the policy of controlling population upsurge. 'The most valuable contribution of the programme has been creation of wide-spread sense of awareness. There is no organised opposition to the movement as such. But this does not mean that even the informed section is keen to actively participate in the programme.'[16]

Large number of demographic studies relevant to population policy and family planning have been undertaken in India during the recent past. Many a time, to our dismay, their findings contradict each other because universe, design, conditions under which the work has been done were different. Number of conclusions/generalisations have become available from them. But there has been lack of coordination between administrative wings and academicians. Due to this very little has been utilized from such findings.

Inspite of the considerable progress that has been made in respect of the various items of the programme it cannot be denied that only a

PERCENTAGE OF COUPLES IN REPRODUCTIVE AGE-GROUP AND PERCENT COVERED IN STATES AND UNION TERRITORIES

(BASED ON INFORMATION IN FAMILY WELFARE PLANNING YEARBOOK (1974-75)



fringe of the problem has been tackled. The main reason for this slow progress can also be the complex and colossal nature of the problem. Nonetheless, the programme could have been vitalized by following an approach originally envisaged by the Planning Commission i.e. development of the programme as an adjunct of other developmental programmes. Against this professed approach, not much was done for quite some time to secure coordinated development of different programmes.

So much so even the different schemes of family planning programme require integration and coordination to reinforce each other.

It is heartening to note that in the recent past the acutenesss of the population problem has steered the way for positive steps in this direction. It is, however, clear that awareness about the interdependence of various programmes including education has existed from the beginning but was not channelized into action for a long time. Fortunately, many concrete steps are being initiated in this direction as well.

NOTES

1. Registrar General of India : *The Population of India*, Cicred Series, 1974, New Delhi, p. 3.
2. Ministry of Health and Family Planning : *Population Problem of India—Retrospect and Prospects by* K.C. Seal in Studies on Population & Family Planning in India, New Delhi, 1967, p. 161.
3. Registrar General of India : *Country Statement*, presented at *Bucarest Conference 1974*, New Delhi, p. 65.
4. Ministry of Health and Family Planning : *The Population Policy in India*, New Delhi, 1976, p. 4.
5. Planning Commission : *First Five Year Plan Review*, New Delhi, 1957, p. 280.
6. Planning Commission : *Second Five Year Plan - 1956-61*, New Delhi, 1956, p. 553.
7. *Ibid.* p. 8.
8. Ministry of Health and Family Planning : *Family Welfare Planning Yearbook* 1974-75, New Delhi, 1975, p. 3.
9. *Ibid.*, p. 3.
10. Planning Commission: *Third Five Year Plan, 1961-66*, New Delhi, p. 25.
11. Planning Commission : *Fourth Five Year Plan—Mid-Term Appraisal*, New Delhi, December 1971, p. 223.

12. Planning Commission : *Draft Fifth Five Year Plan, 1974-79, Volume-I*, New Delhi, 1973, p. 15.
13. *Ibid.* pp. 87-91.
14. Ministry of Health and Family Planning : *Model Schemes for Voluntary Organisations*. 1977, New Delhi, p. 1.
15. Planning Commission : *Review of First Five Year Plan*, New Delhi, May, 1957, p. 1.
16. Banerji, D. : *Family Planning in India—A Critique and Perspective*; Peoples Publishing House, 1975, New Delhi, p. 24.

CHAPTER FOUR

Education Policy: Analysis and Appraisal

Education occupies a vantage position amongst the determinants of population growth, and also in turn is considerably influenced by it. In other words 'the major issues of educational policy go beyond education and several of them are intensely sociological and political.'[1] Nevertheless, it has not always been fully appreciated.

Fortunately, education has always been accorded an honoured place in the Indian society.[2] But its status has varied from time to time and it was altogether different at the dawn of Independence. Particularly, during the last thirty years, the country has made rapid strides in various fields not excluding education. The changes in the realm of education are perhaps, more conspicous and gradually education has come to be regarded as the chief means through which economic and social advancement could be made. During this period, many schemes aimed at restructuring and reformation of the entire educational spectrum have been introduced. However, it does not automatically follow that the major thrust of the educational policies and achievements have consciously striven to stem the unabated population growth with all its socio-economic ramifications.

Education in pre-Independence Period

The educational efforts on an organised and State-supported basis can be traced back to the early nineteenth century when the British Government pronounced that "we must at present do our best to form a class that may be interpreters between us and millions whom we govern—a class of persons, Indian in blood and colour, but English in tastes, in opinions, in morals and in intellect."[3] Their objective was that India should play a secondary role.[4]

The immensity of problems in education, which free India had to face, can be partly assessed by looking into the literacy figures at the time of

Independence in 1947. "During the century of systematic State aided educational efforts, only 12.2 per cent of the population had been made literate. Of the total population, only 8.2 per cent were in some school and 5.5 per cent were boys while 2.7 per cent were girls. In 1947, there were about 173,000 primary schools with an enrolment of 14.11 million and 18,140 secondary schools (including middle schools) with an enrolment of 2.9 million. The total expenditure in 1947 was Rs. 576.60 million. The educational expenditure per-head of population was Rs. 1.94 of which only Rs. 0.69 per head was met by the government. If with these disappointing figures we consider the question of quality at each stage of education, the picture becomes even more dismal."[5]

Constitution of India (January 1950) laid down the broad educational policies and apportioned the responsibility for education between the Central and State Governments. Primarily, all education including universities was made the responsibility of States. (Seventh Schedule, List II, Entry 11). The Centre's role has been specified in the Seventh Schedule List-I-Union List, Entry Nos. 62, 63 and 64). The most topical among them has been the Coordination of educational facilities (Entry 66 of Union List).

Besides the division of responsibility for education between the Centre and States, the Constitution incorporated a Directive to ensure minimum fundamental education to all which required that 'the State shall endeavour to provide within a period of ten years from commencement of this Constitution, for free and compulsory education for all children until they complete the age of fourteen years' (Article 45) i.e. by 1960.

Fundamental Rights enshrined in the Constitution also provide that "no citizen shall be denied admission into any educational institution maintained by the State or receiving aid out of State Funds on grounds only of religion, race, caste, language or any of them. (Art. 29,3.2). Thus the Constitution enunciated the educational policy by fixing the responsibility for education on the government, prescribing the minimum education that each child should receive and by safeguarding the educational interests of the weaker sections and minority communities which were backward in educational development.

Under the act of 1937 when States were given a degree of autonomy, Education became a State subject. Under a limited franchise elections were held in various States of the then British India in 1937. In many of the States the Indian National Congress won the elections and formed State governments. One of the most important areas where the popular and responsive governments could work with enthusiasm was education. Mahatma Gandhi, Father of the Nation, was himself responsible for

developing outlines of national education. These were adopted and implemented by the Congress Governments in States. Thus education as a State subject got its roots very deep in the Indian polity.

The question of the placement of education, whether it should be on a State or a Concurrent list was broadly discussed by the Kothari Education Commission. Barring a note of descent by only two members, it also concluded in favour of retaining education on the State list. However during the national emergency (June, 1975 to March, 1977) when the then Government took up the question of effecting major changes in the Indian Constitution through 42nd amendment to the Constitution, it was provided that education be on the Concurrent list instead of allowing it to be on the State list.

Inspite of this new constitutional provision, no specific step has been taken so far by the Central Government to implement this constitutional provision. Since the new government at the Centre and majority of the State governments have expressed themselves categorically to repeal the 42nd amendment to the Constitution, it would be safe to conclude that for all practical purposes education continues to be a State subject. The general mood of the nation as reflected through national and State elections is in favour of decentralisation of power and granting somewhat greater degree of autonomy to the States. In fact in most States elementary education is being handled by the local agencies such as District Local Boards (*Zila Parishad* etc), or Panchayat Raj institutions, indicating a clear-cut preference for decentralisation particularly in education.

Education Policy in Five Year Plans

For the first time in the annals of educational history of the country, Five Year Plans viewed education as a part of the total national effort, attempting to establish and strengthen its links with other aspects of national life. They assign clear-cut priorities for the various developmental programmes of education. Each plan has outlined specific steps to achieve the targets. Their review will provide clue to understand the contribution of education in diligent formulation of population policies and programmes and their actual implementation.

First Five Year Plan (1951-56):

In the very first Plan (1951-56) it had been emphasized that "The lack of coordination that exists between the home, the school, and the life outside has to be remedied and a close integration secured between the process of education and social and economic life of the country. Everyone should be trained to make an adequate living and to fill effectively his (or her)

appropriate niche in life. The facilities for education should be adjusted as accurately as possible to the actual needs and opportunities which arise."[6]

As the main thrust of the Plan was economic development it highlighted the importance of educational development by stating that "no plan could succeed unless it invested on improvent of human material."[7]

The Plan marked a step in new direction in promoting educational development and greater degee of coordination of develoment activities.[8] In its review, it has been clearly reiterated that to an extent the Plan was an attempt to synthesise and coordinate the development progrommes that had already been initiated.[9]

Second Five Year Plan :

The Second Plan formulated on the experience of the First Plan reiterated that "Developement is a continuous process, it touches all aspects of community life and has to be viewed comprehensively. Economic planning thus extends itself into extra economic spheres, educational Social and cultural.[10] The Plan also viewed with concern the impact of population trends on the outcome of development efforts by stating that "the logic of fact is unmistakable and there is no doubt that under conditions prevailing at present, a high rate of population growth is bound to affect adversely the rate of economic advance and standards per-capita.[11]

The Plan recommended measures to avoid colossal wastage at the thresh-hold level and speed up expansion of girls' education. Secondary education received great emphasis in this Plan.

Third Five Year Plan :

The Third Plan unequivocally declared that "Education is the most important single factor in achieving rapid economic development and technological progress and in creating a social order founded on the values of freedom, social justice and equal opportunity. Programmes of education lie at the base of the effort to forge the basis of common citizenship, to harness the energies of the people, and to develop the natural and human resources of every part of the country. Development during the last decade has created a momentum for economic growth, yet there are large deficiencies in the spheres of education which must be removed specially if progress is to be sustained and enduring. It is one of the major aims of the Third Plan to expand and intensify the education effort and to bring every home within its fold, so that from now on, in all

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branches of national life, *education becomes the focal point of planned development.*[12]

The Plan envisaged expansion of educational facilities at all levels but the outstanding feature of the Plan was a decision to concentrate for the time being on developing facilities for the children in age-group 6-11. It was expressed that extension to other age-groups can be taken care in subsequent Plans.[13]

Third Plan postulated an increase in the enrolment of children in the age group 6-14 about equal to that achieved during the preceding decade. For girls, the enrolment in this age-group would go upto about 46 per cent and for boys about 73 per cent. The overall proportion of enrolments was expected to increase to nearly 60 per cent. These figures indicate to some extent, the magnitude of the task that remained to be accomplished during the succeeding Plans.

With a view to resolving these diversities, initiating a fresh and more determined effort at educational reconstruction, an Education Commission (1964-66) was constituted under the Chairmanship of Dr. D.S. Kothari. The Commission was to advise Government of India on the national pattern of education and general principles and policies for the development of education at all stages and in all aspects.[14]

Fourth Five Year Plan :

The approach of the Fourth Plan outlined that "priority will be given to the expansion of elementary education and the emphasis will be on provision of facilities for backward areas and communities and for girls.[15]

This approach originated from the belief that "a suitably oriented system of education can facilitate and promote social change and contribute to economic growth not only by training skilled manpower for tasks of development but, what is perhaps even more important, by creating the requisite attitudes and climate."[16] Much significance was given to develop facilities for universal elementary education.

Considerable thought was also given to reform the education system in the light of the recommendations of the Kothari Education Commission (1964-66). Differences in coverage of rural population, girls and children belonging to the backward areas and sections still ruled high. In the Plan it was stressed that adequate efforts will be made to remove these imbalance with regard to the provision of educational facilities.

It would not be out of place to make a cross reference in this Plan period to a significant development of initiation of population education programme. A National Seminar on Population Education was held in August, 1969 under the joint aegis of Ministry of Education and Ministry

of Health and Family Planning. As a result of the recommendations of the Seminar, population education programme seeking to develop awareness about the population facts, feature and trends in the younger generation was initiated at the school and teacher education levels. Achievements of the programme are elaborated in Sixth Chapter.

Education Commission and National Policy on Education

Commissions have been appointed from time to time to survey the Indian education, the largest being Kothari Education Commission (1964-66). The basic term of reference of this Commission was to relate education to the efforts of national development. For the first time an Education Commission was required to view the entire educational spectrum as a single, well articulated whole. Excerpts of relevant recommendations are included in Appendix-B.

Subsequently, a Committee of thirty Members of Parliament was constituted in April 1967 to consider report of the Commission; prepare draft statement on national policy on education; and identify a programme for immediate action.

The Committee reiterated Education Commission's recommendation that 'Education is a powerful instrument of national development – social, economic and cultural. The highest priority should, therefore, be accorded to development of a national system of education.[17] Therefore, urgent need is transformation of the existing system of education to strengthen national unity, promote social integration, accellerate economic growth and generate moral, social and spiritual values.

The Report of the Education Commission was widely discussed at different levels and the National Policy on Education is based on the general concensus emerging out of these discussions.[18] A copy of the document is appended as Appendix-C.

The Government of India Resolution of 1968 (National Policy on Education) recommended that the educational system must produce young men and women of character and ability committed to national service and development. The Policy recommended that "in addition to undertaking programmes in the Central sector, State Governments will be assisted for developing programmes of national development where coordinated action on the part of the State and Centre is called for."[19] In the Policy it has been resolved that "investment on education will be gradually stepped up to reach a level of at least 6 per cent of the national income as early as possible."[20] The highlights of the national policy on education relevant to the present study are summed up as follows:

(i) **Elementary Education** : Directive Principle in Article 45 of the Constitution seeking to provide free and compulsory education for all children upto the age of 14 years should be fulfilled early and wastage and stagnation should be reduced.

(ii) **Seconday Education**: Facilities for secondary education should be extended and through provision of technical and vocational courses it should become terminal and conform to requirements of developing economy and create employment opportunities.

iii) **Social Education**: The liquidation of mass illiteracy for quickening the tempo of national development by involving teachers and students as part of the social and national service programme.

(iv) **Educational Structure**: Uniform pattern in all parts of the country be adopted and plus two stage will be located in the schools.

(v) **Work Experience**: In order to bring school and community closer, work-experience and national service should become an integral part of education.

(vi) **Equalisation of Educational Opportunities**: Regional imbalances in the provision of educational facilities should be corrected, common school system be promoted, education of girls, backward classes as well as the handicapped should be expanded. Vigorous efforts should be continued to protect the rights of minorities and promote their educational interests.

Fifth Five Year Plan :

Much headway is likely to be made in different sectors of the economy in general and educational development in particular because besides specifying the targets to be achieved during the Plan period, it also views with all seriousness the tasks ahead in terms of the population growth and underlying diversities.

The Plan reiterates that education plays a crucial role in economic development and social modernisation.[21] Recognizing this fact it resolves that the "thrust of the Plan is in four main directions: 1) ensuring equality of educational opportunities as a part of the overall plan of ensuring social justice; 2) establishing closer links between the pattern of education on the one hand and the needs of development and employment market on the other; 3) improvement of the quality of education imparted; and (4) involvement of the academic community including students in the task of social and economic development."[22]

It has been surmized that "the decline in the proportion of 5-14 age-group from 25.6 per cent in 1971 to 22.7 per cent in 1986 will make it little less difficult to ensure universal elementary and middle school

education. The targetted reduction in birth rate is of importance not only from the standpoint of restraining the growth of the total population but also for reducing the dependency ratio and the pressure on school facilities."[23]

In the Plan it has been agreed that there have been shortfalls in achieving the targets of enrolments. They are mainly due to large backlog of children of the scheduled castes, scheduled tribes and girls. There are a variety of causes responsible for this situation. To meet this, *main thrust in the expansion of education has to be with reference to the most backward areas and most unprivileged sections of the population.* "To promote enrolments in these areas and among these sections and what is more important, to ensure the retention in schools of the children for full period of compulsory education, a variety of incentives would be needed. In the Plan, therefore, provisions have been made for free distribution of textbooks and stationery, mid-day meals for girls, uniforms and and attendance scholarships. For promoting education in tribal areas many Ashram Schools are proposed to be established where both education and maintenance will be fully subsidized by the State."[24]

At the secondary stage of education, the Plan stresses the need of efforts to restructure the education pattern so that the students are prepared not only for entering into the universities but also in diverse occupations.

In order to reduce the swelling numbers of out-of-school youths and adult illiterates, several important schemes have been undertaken. Important schemes such as non-formal education for different age-groups, over 100 Nehru Yuvak Kendras, farmers' education and functional literacy; National Service Scheme, etc. are being strengthened to provide constructive channels for fulfilment of aspirations of the people more effectively.

An important aspect of the Plan is that it has laid ample stress "on drawing together the programmes of the various departments and institutions into an integrated and coherent Plan so that proper intersectoral priorities and linkages can be established."[25] Similarly, for effective implementation of the functions of the Ministry of Health and Family Planning, the need to inter-departmental and inter-ministerial coordination in respect of the functions has been emphasised by assuming that "performance of various services on a functional basis cut across demographic levels. Therefore, over all organisational umbrella is necessary to ensure delivery system for services at all levels. Inter-departmental coordination committees at village, block and district levels will be set up to help effective implementation. These committees will be composed of the representatives from the Departments of Health, Education, Community Development, Planning, Social Welfare and

Panchayat Raj institutions, voluntary agencies and other organisations."[26,27] These will provide assistance to the existing bodies concerned with coordination at the apex level of the progress of developmental activities.[28] In addition, regular monitoring and evaluation of the programmes have been recommended for taking action in time.

Another salient feature of the Fifth Five Year Plan is the *National Programme of Minimum Needs.* This programme emanates from the fundamental objective of India's developmental planning i.e. to ensure social justice.

Introducing the Programme in the Plan it has been mentioned that "an analysis of past experience has revealed that the approach of social consumption has so far failed to have the desired impact partly because the related programmes were not given priority particularly in relatively poor States and partly because decisions regarding individual sectors were taken without any effort to bring about integration of facilities provided .. It aims to establish through out the country a network of certain essential services on a coordinated and integrated basis given certain predetermined criteria of uniformity and equality."[29]

Among the seven identified priority areas, needing a uniform minimum attainment, provision of facilities for elementary education for the children upto the age of 14 years at the nearest possible places to their homes, tops the list. This clearly implies that the villages where schools are located would also be provided with public health facilities, water supply arrangements, electricity and link roads.

The revised targets set forth are to cover 96 per cent of children in age-group 6-11 (classes I-V) comprising of 111 per cent for boys and 79 per cent in respect of girls and 46 per cent children of age group 11-14 (classes VI-VIII) comprising of 50 per cent for boys and 32 per cent of girls.[30]

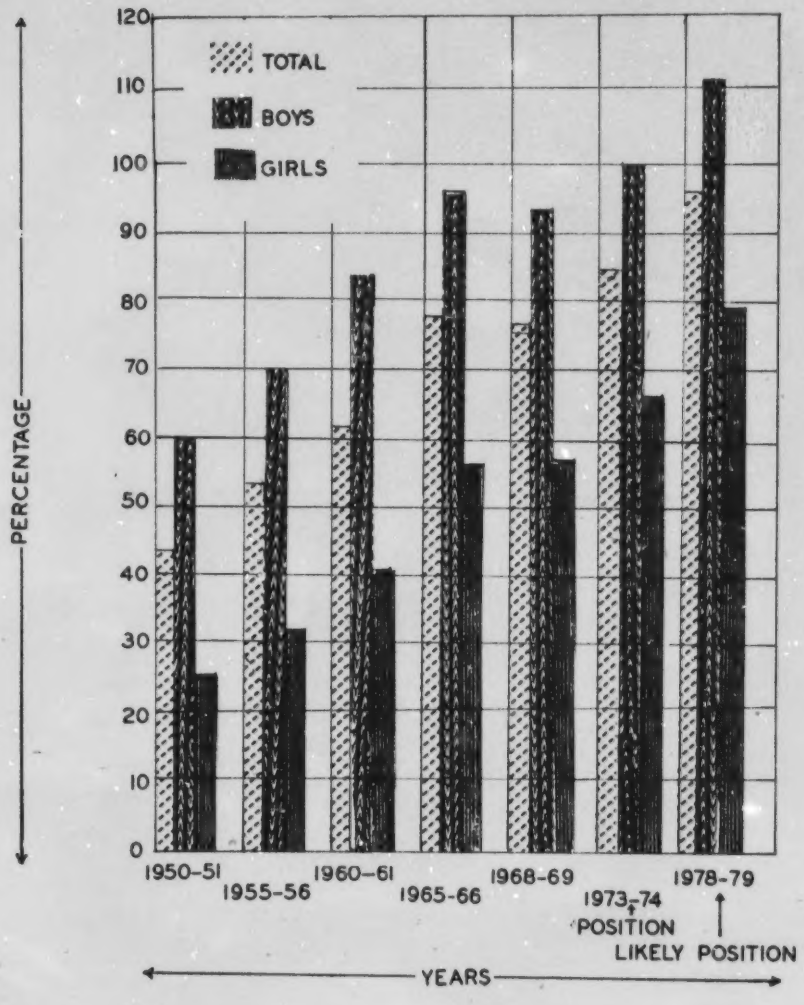
Fifth Five Year Plan has given a very high priority to elementary education and provision for additional enrolment especially in backward areas has been made. Provision of Rs. 4100 million for elementary level of education out of the total outlay of Rs.10920 million for general education accounts for 37.5 per cent of the Plan outlay.[31]

A consolidated table showing the growth of enrolments is included in Table IX (Appendix: D)

Three charts on the succeeding pages provide an insight of the growth pattern and magnitude of the unfinished task.

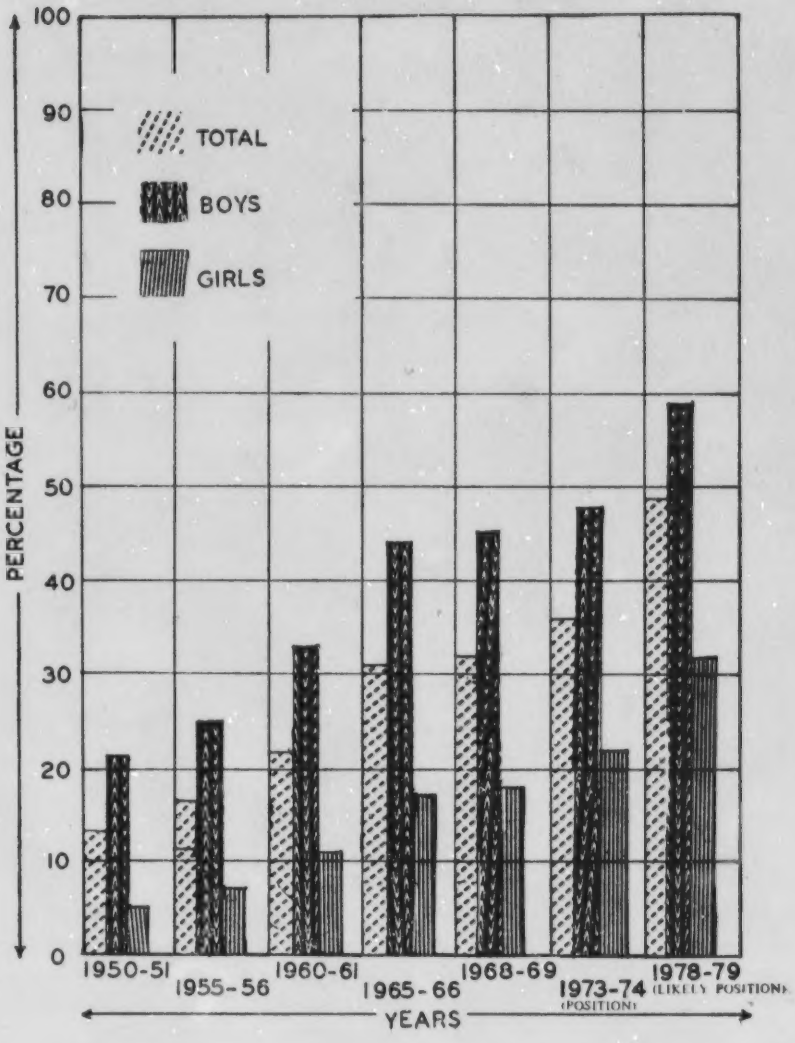
PROGRESS OF ENROLMENTS IN CLASSESS I-V
(6-11 YEAR AGE-GROUP)

BEGINNING FROM FIRST FIVE YEAR PLAN AND
LIKELY POSITION BY THE END OF FIFTH PLAN



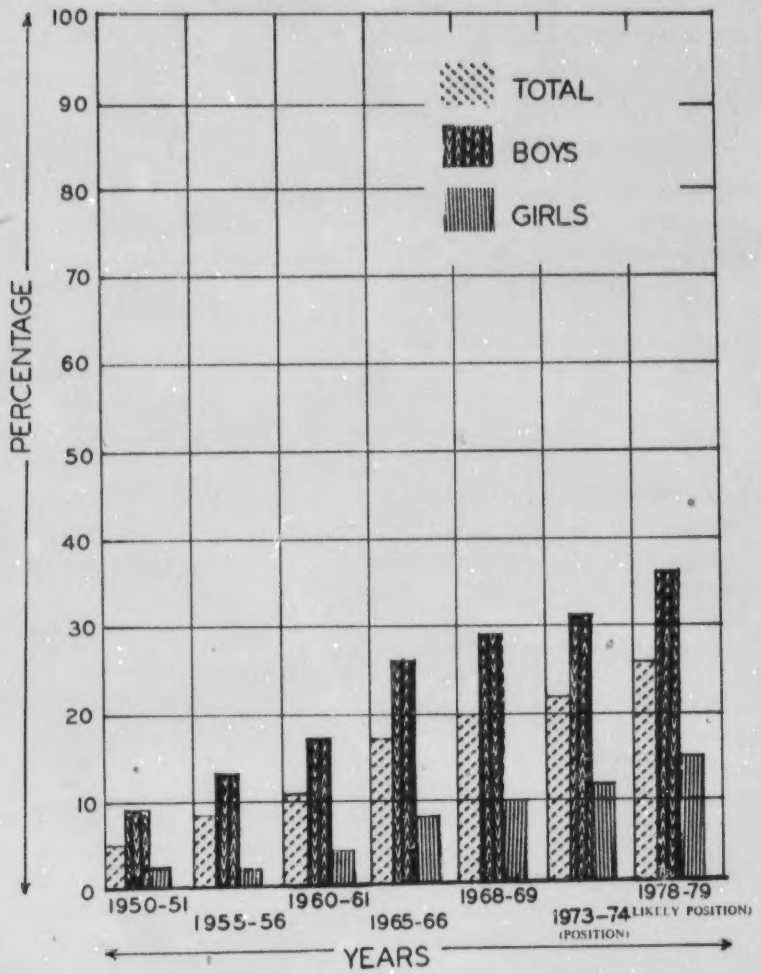
PROGRESS OF ENROLMENTS IN CLASSES VI-VIII
(11-14 YEARS AGE-GROUP)

BEGINNING FROM FIRST FIVE YEAR PLAN AND LIKELY POSITION BY THE END OF FIFTH FIVE YEAR PLAN



PROGRESS OF ENROLMENTS IN SECONDARY EDUCATION
(14-17 YEARS AGE-GROUP)

BEGINNING FROM FIRST FIVE YEAR PLAN AND LIKELY POSITION
BY THE END OF FIFTH PLAN



Projection of School-Age Population

Based on the recent population projection (April, 1976) by a Working Group of the Registrar General of India and the Planning Commission, school-age population (6-17 years) has been worked out for the period upto 1991 by application of Sprague Formula. Table X (Appendix: D).

The increase in size of population of this age-group and the existing large backlogs in enrolments clearly suggest need of vigorous, bold and dynamic measures in terms of educational development.

Progress in Education vis-a-vis Population Explosion

No educational system in the world is expected to confine itself exclusively to tackle the population problem as such. Nor can education be the only means to tackle this problem. However, it would be worthwhile to examine how far educational policies and performance was relevant and adequate from this particular point of view. For this purpose it is proposed to assess policies and relative performance of education in different sectors such as higher education, technical and professional education, secondary education and elementary education. This should be done also keeping in view allocation of resources employed for the purpose.

Over-all Progress of Education : Between 1947 and 1975, the total number of educational institutions rose from 165,000 to 700,000. The increase being over four times. The total enrolment mount to 95 million from a meagre figure of 15 million—a rise of six and a half times. In terms of absolute expenditure the rise is even more phenomenal. From 550 million rupees it had risen to 19,000 million rupees. Even if the fall in the purchasing power of a rupee is taken into account it would come to about 5,000 million rupees at 1947 prices level. Thus the rise is clear nine times. But if one takes into account the rise in the proportion of literate population it would appear that it has simply crawled from 18.30 per cent in 1951 to 33.84 in 1971, the calculation being based on exclusion of the population below four years of age. In fact, the disturbing fact of the matter is that there was considerable rise in the absolute number of illitrates—from 300 million to 386 million! Equally important yard-stick would be to know that only 0.5 per cent of the national income was invested on education in 1947. The same had risen to 2.6 per cent by 1975. In the year 1971 the per-capita expenditure on education was Rs. 32.

Higher Education : At the time of Independence there were 16 universities. Their number had swollen to 118 by 1975. (excluding deemed universities and institutions of national importance). It represents a growth of nearly seven and a half times. The number of colleges increased from 483 to 4,400, that is by as much as nine times. In terms of enrolment of students the number rose from two hundred thousand to two and a half million. The rise is even more impressive, that is, twelve and a half times. But the population of those who fall in the age group of 17-23 is as much as 61 million (which indicates a rise by 50 per cent over the past 20 years).

Technical, Professional and Vocational Education : The number of technological and engineering degree colleges was just 38 in 1947. It rose to 141 by 1975 an increase by over three and a half times. Institutions granting diploma were 53 which numbered 291 by 1975—an increase by five times. The enrolment figures in these degree colleges rose from 2,940 to 21,870—a rise by seven times; and in diploma institutions the increase was even more impressive—from 3,670 to as much as 43,984 — almost twelve times.

Secondary Education (Age Group 14 to 17) : Whereas the number of secondary schools in the country was 4,000 in 1947, it rose to 45,000 by 1975—an increase well over eleven times. Likewise the enrolment at this stage also rose from 0.7 million to as much as 7.9 million—an increase again by eleven times. The number of teachers which was 93,000 to begin with swelled to 650,000—again a rise by seven times. And yet the teacher-pupil ratio was adversely affected from 1 : 25 to 1 : 28—a deterioration by as much as 12 per cent. Also, it must be noted that the coverage of the respective population which rose from 4 per cent to 22 per cent was only six and a half times, indicating the magnitude of population growth.

Education at the Middle School Level (age group 11-14) : The middle schools which were 9,000 to begin with, grew to an impressive figure of 100,000—an increase by eleven times. So was the enrolment rising from 2 million to 16 million (1947-75)—an increase by eight times. Teachers at this stage again show a rise from 50,000 to 730,000—well over 14 times. Yet the teacher-pupil ratio slided from 1 : 24 to 1 : 33 i.e. deteriorated by as much as 38 per cent. In so far as the population coverage is concerned the rise is by mere four times. The total population in this group had risen from 25 million to 40 million. Percentage-wise it grew from 6.8 to 7.1 per cent of the total population—an indication of growing predominance of young population consequent upon continuously high growth rate of population.

Primary Education (Age group 6 to 11) : The number of such schools rose from 141,000 to half a million – an increase by three and a half times. The enrolment increase was much spectacular – from 11 million to 66 million a rise by six times. The additional number of students brought to primary schools in absolute numbers was as much as the total population of France or the United Kingdom! The number of teachers also grew from 344,000 to 1.2 million – by about three and a half times. The teacher-pupil ratio in this case too, suffered a set, back from 1 : 32 to 1.38 almost by 20 per cent. Whereas in 1947, 35 per cent of the children in this age group were covered, by 1975 inspite of an absolute increase by three and a half times, only 86 per cent of the chiidren in the age group were covered. This can be explained only by the fact that whereas there were only 45 million children in this age group in 1947 they had risen to 73 million by 1971 and hence 66 million children in schools in 1975 meant only 86 per cent of the total. This has been the bane of unabated population growth in the country.

Stagewise Educational Expenditure : It should be interesting to note the direct expenditure on various stages of education.

Stage/Type	*Year*		*Amount of increase*
	1947	*1971-72*	
	(in million rupees)		
Primary and Middle	232	4.465	20 Times
Secondary and Higher Secondary	122	3,006	24 Times
Professional Technical Vocational Colleges and Schools	18	1,078	60 Times
Universities and Colleges	66	760	11 Times

It might also be of interest to compare the proportion of actual expenditure on various stages during the years 1974-75 and 1975-76 and the allocations made in the Fifth Five Year Plan.

For elementary school education the Plan has provided 43 per cent of the total expenditure allocated to education as a whole. However, in 1974-75 and 1975-76 the actual expenditure was only 36 and 31.7 per cent respectively. For secondary education the Plan had provided for 14 per cent of the total allocation. But in actual terms it was 14.4 per cent and 16.9 per cent for those two years respectively. Again for technical educa-

tion, whereas the Plan allocation was 9 per cent, the actual expenditure was 10.7 and 9.6 per cent. *The University Education which seems to be the most favourite sector, was allocated 20 per cent of the total expenditure on education. But its actual expenditure has been 24 and 27 per cent respectively.*

This should clearly bring out the favoured treatment being given to higher education and technical education at the cost of elementary education. Since higher education is closer to the hearts of those who happen to rule the country and provide it a leadership, it is bound to receive a favoured treatment. Furthermore, it falls in the most organized and vocal sector of the population and thus it is able to walk away with a far more disproportionately higher share. To that extent the cause of population control is bound to suffer, since the dire need of the hour is to spread elementary and secondary education to women, to weaker sections and lower strata of the society located predominantly in rural, mofussil and farflung areas in the interior of the country. It is these sections and not those who receive higher education have big families and are unaware of the population problem. Furthermore, it should also be noted that the country has well over 4 million educated unemployed (those who are matriculates and above) who inspite of their high education are unable to contribute to the economic development of the country. It is this lack of conviction, commitment and sustained efforts on the part of the nation as a whole which finds its expression in the lack of political will. This in turn has been responsible for the continued unabated population growth making every effort of educational expansion continuously falling short of physical targets. For its failure, education will have to pay continuously a heavy price—keeping itself always worrying about expansion at the cost of quality. For instance, the Fifth Plan allocates 4.6 per cent of its total allocation. But in 1974-75 it could not go beyond 3.8 per cent and in 1975-76 it was even more worse—3.2 per cent. With more pressing demands it is the share of education that becomes the first casualty.

Backlogs in Enrolments

Enrolments of Girls : It is a common knowledge that the girls' and women's education is most crucial for adoption of family planning. Considerable progress has been made in this area but what still remains to be done is yet highly disturbing. For instance, in 1950-51 girls in the age group of 6-11 who were enrolled in schools were 24.9 per cent of their total population in that age group, as against 60.8 per cent of boys. By 1973-74 the figures for girls rose to 66 per cent meaning thereby that still every third girl is out of primary school that is illiterate. As per official statistics, all the boys in this age group are now enrolled in primary schools.

At the middle school level 4.3 per cent of the girls in the age group of 11 to 14 were in schools in 1950-51. This number has now increased to 22 per cent. It means every four out of five girls in this age group are not in schools. At the secondary school stage only 1.5 girls in the age group were enrolled in high schools in 1950-51 against 9.3 per cent of the boys. By 1973-74 their number had risen to 12 per cent as compared to 31 per cent of boys. It may be remembered that it has been generally found that for having a definite impact on fertility behaviour of a woman, a minimum schooling of ten years has been found essential.

This situation can also be looked at by knowing the number of girls enrolled per 100 boys at various stages of education.

	1947	1973-74
Primary School	37	62
Middle School	18	43
Secondary School	12	36
Higher Education	10	31

Enrolments of Scheduled Castes and Scheduled Tribes : Likewise the enrolment figures for scheduled castes and scheduled tribes would also be found interesting. The available figures for 1960 to 1968 indicate that the scheduled castes' enrolment percentage to their total population was as follows :

	1960-61	1967-68
Pre-primary	5.3	6.0
Primary	12.0	13.0
Middle	8.7	9.2
Secondary	7.1	7.7
Higher Education	5.0	4.5

This should suffice to show that their progress, if at all it can be described that way, is at snail's pace. The scheduled tribes' lot is in no way different from those of the scheduled castes, in fact it is worse.

	1960-61	1973-74
Pre-primary	3.5	2.9
Primary	5.0	5.3
Middle	3.3	3.5
Secondary	1.6	1.7
Higher Education	1.1	1.1

As regards adult education it should suffice to indicate that of late only one per cent of the total expenditure on education is being spent on this head. *When adult education is of crucial importance to the success of family planning drive, how little is being done in this field should speak for itself.*

Among rural folks : Similarly enrolment position and expansion of educational facilities in the rural areas continues to be neglected .Incidentally, it has to be noted here that almost 80 per cent of India's population still lives in the country-side. Besides this, education has to become more significant and relevant to their needs.

Anyhow, an element of neglect is witnessed from the findings of the the Third All India Educational Survey :

Percentage Increase in Schools in 1973 over 1965

Type of School	Rural	Urban	Total
Primary	17.76	32.23	18.95
Middle	12.58	16.93	13.25
Higher Secondary	66.75	44.15	57.86
Total number of schools	18.81	31.22	20.18

Source : NCERT : *Third All India Educational Survey* (Some provisional statistics on school education); Oct. 1975; pp. 22-23.

They provide an interesting reading. The percentage increase particularly of primary schools in the rural areas has been far less in comparison to the increase in urban areas.

Pronounced Regional Imbalances

In addition to these diversities, an equally important aspect that needs to be highlighted is that regional imbalances in the form of literacy rate, enrolments, birth rate, etc. are quite pronounced. These imbalances create more complexities in resolving the problems because in reality all of them are interlinked.

Following details make the above aspect more clear :

State	Literacy Rate (per cent) (1971)	Enrolments (per cent) (1974-75)		Average Age at marriage of females (in years) (1971)	Birth rate* (per 1000 persons)	General Fertility Rates@	
		Primary	*Middle*			Rural	Urban
Kerala	60.4	122.6	81.5	18.2	31.1	133.8	120.4
Punjab	33.7	93.2	54.0	17.0	34.2	n.a.	n.a.
U.P.	21.7	102.0	41.0	16.2	44.9	222.6	158.7
India	*29.5*	*86.0*	*38.0*	*16.0*	*36.8*	*174.4*	*131.2*

*Based on Sample Registration data

@Number of live births in a year per 1000 females in the age-group 15-49.

n.a. = avilable

Tables XI-XIX (Appendix : D) alongwith their highlights noted underneath each also give an idea of the progress of educational development in India. The balance-sheet of the foregoing elucidation and the tables suggests that despite enormous expansion of education in the Plans, the growth pattern has been to some extent incoherent and urgently requires consolidation. Wide disparities pervade the educational scene because shortfalls in targets have been pronounced.

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13. *Ibid.*, p. 578.
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18. Ministry of Education: *National Policy on Education*, 1968. New Delhi. p. 1.
19. *Ibid.*, p. 9.

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23 *Ibid.*, Vol I, p 2.
24. *Ibid.*, Vol II, p. 195.
25 *Ibid.*, Vol II, p. 202.
26. *Ibid.*, Vol. I, p. 93.
27. *Ibid.*, Vol. I, p. 107.
28. *Ibid.*, Vol. I. p. 113
29. *Ibid.*, Vol. I, p 85.
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31. *Ibid.*, p. 75.

CHAPTER FIVE

Planning and Coordination Agencies

Soon after Independence the country was called upon to tackle the gigantic problems of under-development and ignorance. But the political integration achieved in a relatively short period, helped in creating harmony in economic and social objectives. This in essence is a pre-requisite of planned development

Planning Commission : An Apex Body for Coordination

Planning Commission was set up in February, 1950 for effective reconstruction and transformation of Indian economy. The Commission has followed the planning strategy in which all sectors and activities of the Indian economy are coordinated and integrated plans are prepared. Population and education policies and programmes are also covered by this strategy. *Inevitably, the programmes included in the Plans have also taken into consideration likely growth of population and estimates of educational requirements of the growing population, correlating, dovetailing and integrating where necessary different sectors or aspects of national efforts both private and public is the hall-mark of planning. It will, therefore, be quite appropriate to view Planning Commission as an apex body or a fountain-head of coordination.* To substantiate this pronouncement it is desirable to state the goals, status, structure and planning strategy. Succeeding paragraphs are devoted to these aspects.

Goals : The objectives of Planning Commission are derived from the Directive Principles of State Policy set forth in the Constitution i.e. The State shall strive to promote the welfare of the people securing and protecting, as effectively as it may, social order in which justice, social, economic and political, shall inform all the institutions of national life. (Article 38) *Ensuring welfare of all sections of the community and ensuring effective equality of opportunity obviously imply a strong social premise of our planning strategy.*

Status and structure: The Commission is an advisory body functioning at the highest level and is not burdened with the execution of the developmental programmes. On the other hand, it is required to undertake evaluation of various programmes and their implementation.

The Commission has not so far faced any bottle-necks in discharging its role as an advisory body primarily due to one party rule both at the Centre and in the States. Even where different parties in power were involved, no major difficulty was encountered as national planning leans heavily on the Centre for funds. The Prime Minister has been its Chairman from the beginning. The Commission has also a full-time Deputy Chairman and members who are responsible for formulating major policies and programmes in different sectors of economy such as agriculture, industry and various social services. A link between the Planning Commission and the Parliament is further strengthened through the Ministry of Planning.

Broadly, the Divisions of Planning Commission can be bifurcated into two categories i.e. 1) General Divisions concerning with special aspects of the entire economy and 2) Subject Divisions dealing with specified fields of development. For our purpose, Perspective Planning, Programme Administration, Project Appraisal, Monitoring and Information and finally Plan Coordination Divisions need special mention.

While Perspective Planning is expected to provide general guidance for work on long term development in different areas, coordination work and operational functions are undertaken by the Plan Coordination and Programme Administration Divisions. The latter is also responsible for coordinating action for development of comparatively backward areas.

The Programme Evaluation Organisation has functioned as an independent agency for evaluating the rural development programmes in particular. The organisation has about 37 evaluation units in different parts of the country.

In the States as well there are planning boards and departments which coordinate the work of other departments for the preparation of development plans and present reports on their execution. The State planning departments generally receive directions from respective State Cabinet Committees.

"In its relations with States, the Planning Commission deals with the Chief Ministers on matters of policy, with State planning departments on matters affecting administration and coordination; and on specific issues with the concerned State departments of ministries directly."[1]

Planning Strategy : The preparation of a five year plan is spread over a period of two to three years. The work begins with the consideration of (1) likely growth rate of population; (2) desirable as well as expected rates of economic growth; and (3) priorities and directions of development. "In the plans formulated thus far, projections concerning population and its age-composition have led to estimates of requirements like food,-clothing, education, health facilities, etc."[2] *In this strategy, there is emphasis on interdependence between economic and social development and between national and regional development. Considerable stress is placed on policies relating to population, education and social change."*[3]

An important feature is that responsibility for planning is in fact widely shared and those who are charged with the duty of execution also plan within the framework indicated by the Commission. At no point is planning isolated from the responsibility for implementation. Thus States play a significant role both in planning and in implementation.

The National Development Council serves as the highest national forum of planning. Its membership consists of the Members of the Planning Commission, Union Ministers of major departments and all the Chief Ministers of States and Union Territories. It thus provides for ironing out any differences in policies arising out of different political parties in power at the State level and mutual cooperation between the Centre and States over the whole range of development.

In fact, the State Plans account for about one-half of the total outlay of the Government in each five year plan. These include the vital fields such as agriculture, irrigation, education, public health, roads, etc. which affect directly the welfare of the people. For these reasons a great deal of value both in planning and in implementation is attached to local plans. These are worked out, with varying degrees of completeness, for districts, development blocks and villages.

The States are generally urged to prepare integrated district plans on the basis of local resources, potentialities and priorities. Elements of the National Minimum Needs Programme of the Fifth Plan essentially provide a thrust in the direction of an integrated approach.

Nevertheless the fact remains that *so far planning has been highly centralised and not enough initiative has emerged from the lower or grassroot levels. The new Government at the Centre is now committed to a greater degree of decentralization and an emphasis on rural as against a premium on heavy industries so far.*

Regional plans are formulated and implemented for specially backward

regions, for accelerating their growth thereby helping them to catch up with the more developed regions.

Thus Planning Commission has the main responsibility of guiding and coordinating the planning activities of the Central Ministries and State Governments and of producing the national development plans.

The Central ministries and the States do not abdicate their planning unctions, but through a tripartite collaboration and influence, the varibus parts of the sectoral plans are prepared with greater awareness of their inter-relationships.

Therefore, it implies that the Ministrie s of Education and Health and Family Welfare are both capable of performing their legitimate functions. But the setting up of the Commission gave the country an institution which could provide sharper focus to its developmental efforts, a wider national perspective and an efficient machinery for the purpose.

The Ministries of Education and Health have played important roles in the development of educational and population policies of the country. In the course of time, closer collaboration has also been established between the two in reviewing the policies and devising coordi nated approach for solution of the impending problems.

It is in this background that a review of their roles and responsibilities is important.

Ministry of Health and Family Welfare and Organisation of Family Planning Programme

On April 11, 1951, the Health Panel of the Planning Commision appointed a committee to report on the population growth and family planning programmes. At its first meeting held in July 1953, the Family Planning Research and Programme Committee stressed that the family planning programme should not be concerned in the limited sense to birth control or merely spacing of children. The ultimate purpose was to promote, as far as possible, the growth of family planning as a unit of society in a manner designed to facilitate the fulfilment of those conditions necessary for welfare.

In November, 1955, a Standing Committee for Coordination of Population and Vital Statistics consisting of representatives of the ministries concerned and Indian Statistical Institute was set up. In addition, high level family planning boards both at the Centre and in the States were established. Besides this a Director of Family Planning was also appointed in the Ministry of Health.

However, it was on the 25th July, 1966 that a separate department of family planning was created in the Ministry of Health and Family Planning. A simplified chart on front page depicts the organisational pattern of the family planning programme.

The programme administered to one-seventh of the world's population has naturally one of the largest organisational network.

a) At the Centre : At the apex is a Committee of the Union Cabinet which monitors the programes and their progress. However, the main body responsible for the formulation and implementation of the Family Planning Programme is a National Family Planning Council. Union Health and Family Planning Minister is its chairman and the State Health and Family Planning Ministers of the States/Union Territories are its members. Besides this, the Council has also members from important organisations which are engaged in the promotion of the programme and have done a pioneering work in this area.

b) In the States : By and large, the focal points of the organisational set up for implementation of the programme in the States consist of Family Planning Bureaux to plan and direct the programme. Family Planning Cells have been established in the Health Departments of the States for expediting family planning work.

At the district level, district Family Planning Bureaux direct and coordinate the activities relating to family planning within the districts. In rural areas, the family planning service now forms an integral part of the maternal and child health and public health services.

For effective review, implementation and coordination, State level committees i.e. (a) Cabinet Sub-Committee; (b) State Family Planning Council; (c) State level Implementation Committee and (d) State Grants Committee have been set up.

However, out of the myriad type of committees, those formed at the district and block levels occupy pivotal position in the implementation of the programme because they are instrumental in involving the non-officials and staff of the other departments in the family planning programme.

The operational units of the family planning programme are the primary health centres and sub-centres through which services are provided. After integration of the family planning with maternal and child health and public health, the staff at the PHCs was augmented to a great extent. These PHCs (at present 5372) now coordinate medicare, preventive health and maternal and child health services. Each urban PHC provides

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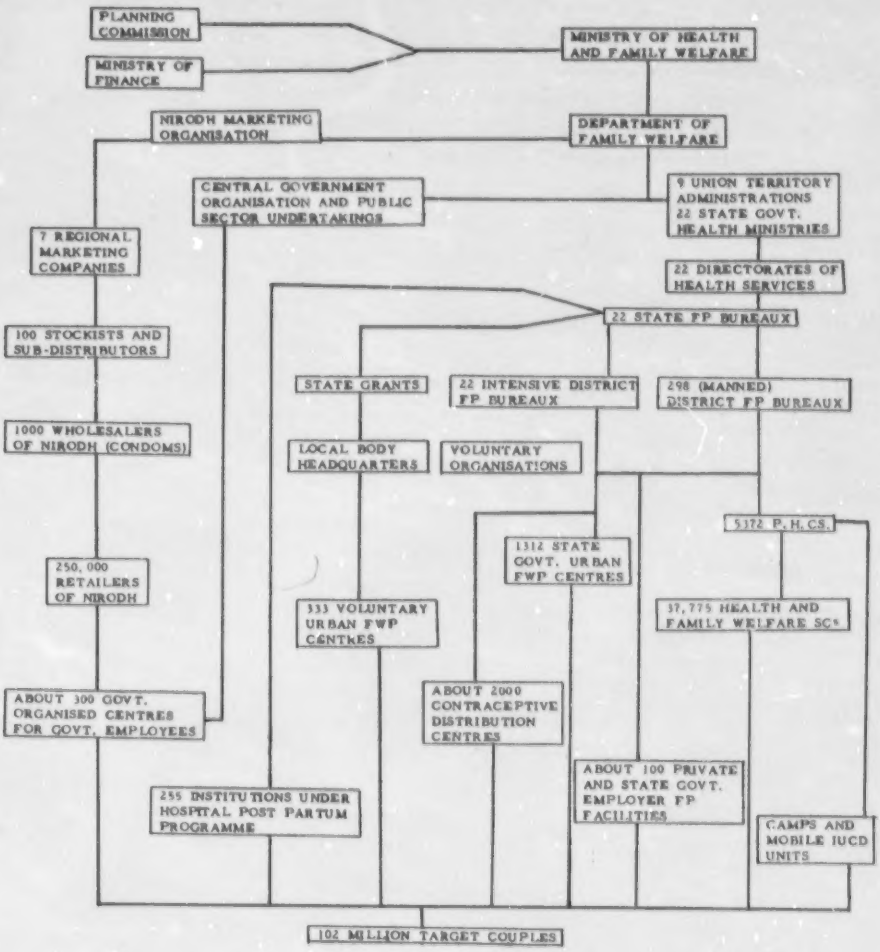
SIMPLIFIED CHART SHOWING ORANISATION OF THE FAMILY WELFARE PROGRAMME


PLANNING COMMISSION
MINISTRY OF FINANCE
MINISTRY OF HEALTH AND FAMILY WELFARE
NIRODH MARKETING ORGANISATION
DEPARTMENT OF FAMILY WELFARE
CENTRAL GOVERNMENT ORGANISATION AND PUBLIC SECTOR UNDERTAKINGS
9 UNION TERRITORY ADMINISTRATIONS 22 STATE GOVT. HEALTH MINISTRIES
7 REGIONAL MARKETING COMPANIES
22 DIRECTORATES OF HEALTH SERVICES
22 STATE FP BUREAUX
100 STOCKISTS AND SUB-DISTRIBUTORS
STATE GRANTS
22 INTENSIVE DISTRICT FP BUREAUX
298 (MANNED) DISTRICT FP BUREAUX
1000 WHOLESALERS OF NIRODH (CONDOMS)
LOCAL BODY HEADQUARTERS
VOLUNTARY ORGANISATIONS
5372 P. H. CS.
1312 STATE GOVT. URBAN FWP CENTRES
250, 000 RETAILERS OF NIRODH
333 VOLUNTARY URBAN FWP CENTRES
37, 775 HEALTH AND FAMILY WELFARE SC's
ABOUT 300 GOVT. ORGANISED CENTRES FOR GOVT. EMPLOYEES
ABOUT 2000 CONTRACEPTIVE DISTRIBUTION CENTRES
ABOUT 100 PRIVATE AND STATE GOVT. EMPLOYER FP FACILITIES
255 INSTITUTIONS UNDER HOSPITAL POST PARTUM PROGRAMME
CAMPS AND MOBILE IUCD UNITS
102 MILLION TARGET COUPLES

services to a population of 50,000 or less and a rural PHC to a population of about 80,000-150,000.

There are 37,775 sub-centres each serving a population of about 10,000-15,000. Under each PHC there are about eight sub-centres.

Besides, there are sixteen regional health offices which maintain liaison between the States and Central Ministry of Health and Family Welfare. They are at:

Calcutta (West Bengal); Patna (Bihar); Lucknow (Uttar Pradesh); Chandigarh (Haryana; Punjab and Union Territory); Bhopal (Madhya Predesh); Ahmedabad (Gujarat); Bangalore (Karnataka); Shillong (Assam); Jaipur (Rajasthan); Simla (Himachal Pradesh); Srinagar (Jammu and Kashmir); Bhubaneswar (Orissa); Poona (Maharashtra); Trivandrum (Kerala); Hyderabad (Andhra Pradesh); and Madras (Tamilnadu)

About 50 centres have been established in the length and breadth of the country for imparting training in public health and family planning. These centres have created an army of trained personnel for manning the centres and to provide adequate services to the vulnerable sections of the population.

In additon, there are now about a score of centres engaged in demographic, communication-action and bio-medical research. They have undertaken important studies in almost all related aspects of the programme which have ultimately helped to improve and strengthen the programme. Some of them are listed in Chapter VI.

Ministry of Education and Social Welfare

The educational responsibilities mainly discharged by the Ministry are specified in the Constitution. These include management of Central universities and institutions of national importance declared by the Parliament, promotion of research, special studies and coordination and determination of standards in higher education. The following entries in the Constitution are important:

List-I Union List:

Entry-63:

The institutions known at the commencement of this Constitution as the Banaras Hindu University, the Aligarh Muslim University and Delhi University, and any other institution declared by law to be an institution of national importance.

Entry-64:

Institutions for scientific or technical education financed by the Government of India wholly or in part and declared by Parliament by law to be institutions of national importance.

Entry 65:

Union agencies and institutions for:

a) professional, vocational or technical training of police officers or
b) the promotion of special studies or research;
c) scientific or technical assistance in the investigation or detection of crimes;

Entry-66:

Coordination and determination of standards in institutions for higher education or research and scientific and Technical institutions.

List-III Concurrent List :

Entry-20 : Economic and Social Planning.

Entry-25 : Vocational and technical training of labour.

As economic and social planning is a concurrent responsibility of the Centre and States, educational planning forms an essential element of developmental planning. Therefore, the Centre and the States are enjoined to work in unison in preparing and implementation of national plans for the reconstruction of education.

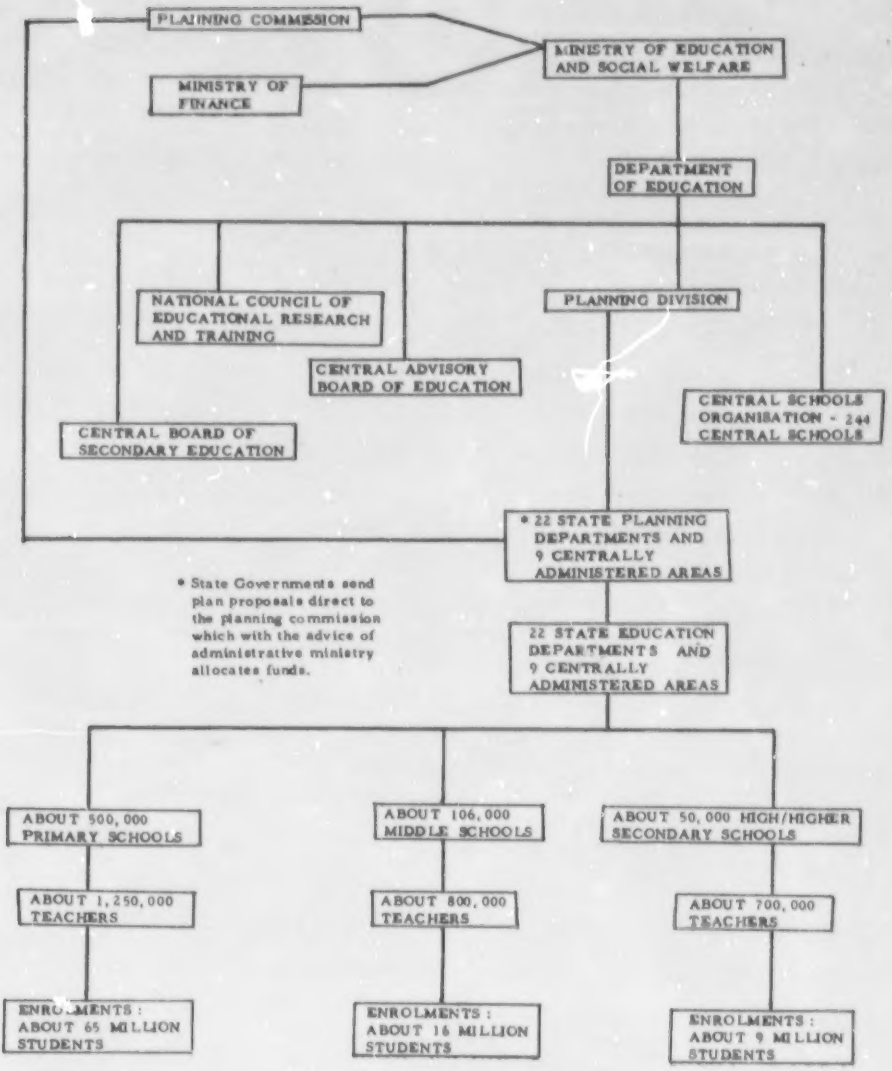
The Ministry has two main departments i.e. Department of Education; and Department of Social Welfare. While the former assumes responsibility of the educational development, the latter evolves development programmes for upliftment of impoverished sections of the population.

A chart on the following page provides an insight of the organisational pattern of the school education.

a) Central Advisory Board of Education (C.A.B.E)

The Ministry has set up a number of advisory bodies which function in different sectors of education. But the most important for our purpose is the Central Advisory Board of Education. This Board was set up in the year 1935 and has completed over four decades of its existence.

SIMPLIFIED ORGANISATIONAL CHART OF SCHOOL EDUCATION


PLAINING COMMISSION
MINISTRY OF FINANCE
MINISTRY OF EDUCATION AND SOCIAL WELFARE
DEPARTMENT OF EDUCATION
NATIONAL COUNCIL OF EDUCATIONAL RESEARCH AND TRAINING
CENTRAL ADVISORY BOARD OF EDUCATION
PLANNING DIVISION
CENTRAL SCHOOLS ORGANISATION - 244 CENTRAL SCHOOLS
CENTRAL BOARD OF SECONDARY EDUCATION
• 22 STATE PLANNING DEPARTMENTS AND 9 CENTRALLY ADMINISTERED AREAS
• State Governments send plan proposals direct to the planning commission which with the advice of administrative ministry allocates funds.
22 STATE EDUCATION DEPARTMENTS AND 9 CENTRALLY ADMINISTERED AREAS
ABOUT 500,000 PRIMARY SCHOOLS
ABOUT 106,000 MIDDLE SCHOOLS
ABOUT 50,000 HIGH/HIGHER SECONDARY SCHOOLS
ABOUT 1,250,000 TEACHERS
ABOUT 800,000 TEACHERS
ABOUT 700,000 TEACHERS
ENROLMENTS : ABOUT 65 MILLION STUDENTS
ENROLMENTS : ABOUT 16 MILLION STUDENTS
ENROLMENTS : ABOUT 9 MILLION STUDENTS

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Generally, the Board meets every year. So for 39 such meetings have been held and the last one was held in July, 1976.

Organisation of the Board : Considering the devolving of educational responsibilities on the Union and State Governments, the significance of the composition of a common platform where both the Centre and States could meet and take policy decisions is pre-eminent. It is precisely this platform at the highest level which CABE has provided.

Union Education Minister is the chairman of the Board and State Governments are represented by their education ministers or their nominees (generally secretaries or directors of education). The Board has also a fair representation from Parliament, universities and distinguished educationists.

Role : From its inception, every important aspect of education has been referred to this Board and hence recommendations cover every important problem confronting the development and reconstruction of education. For example, "the Board has given useful advice on the preparation of educational plans in the Centre and the States and also watched their progress from year to year."[4]

The idea of a nation-wide educational survey to determine, among other things, the extent of expansion of educational facilities required at the elementary level was mooted at one of the meetings of the Board. Three such educational surveys have so far been conducted and their findings have been published.

b) National Council of Educational Research & Training (NCERT)
An important institution of the Ministry of Education concerned with improvement of school education is NCERT which was set up in 1961.

Organisation of NCERT : Among the constituent of the NCERT, National Institute of Education (NIE) occupies a prestigious position. It has been established for development of research, advanced training and provision of extension services. Bringing about qualitative improvement in school education in all its aspects is its primary concern. To that extent teacher education automatically falls within the purview of the Council.

Another set of the constituents under the Council is of four Regional Colleges of Education at Ajmer Bhopal, Bhubaneswar and Mysore. Their main responsibility now is to promote inservice teacher training. Recently, Centre for Educational Technology (CET) has been established to work in this new area.

For effectively liaising with the State educational departments and agencies, there are about a score of Field Advisers' Offices. Their major task is to provide a channel for two way communication between the State Departments of Education on the one hand and the NCERT and the Ministry of Education and Social Welfare on the other.

The apex decision making body is General Body of the Council. Union Education Minister is its President and Ministers of Education from the States, their Secretaries and Directors of Education are its members. In addition, Secretary of the Ministry of Education, Chairman of University Grants Commission, four vice-chancellors of the universities (one from each region), twelve members primarily engaged in educational field and all the members of the Executive Committee of the Council are its members.

Role of NCERT : NCERT is an autonomous body and its main objectives are :

1. To assist and advise the Ministry of Education in the implementation of its policies and major programmes in the field of education, particularly school education;
2. To that end, undertake any or all the following programmes :
   - —undertake, aid, promote and coordinate research in all branches of education;
   - —organise preservice and inservice training, mainly at an advanced level;
   - —organise extension services for such institutions in the country as are engaged in educational research, training of teachers or provision of extension services to schools; and
   - —develop and/or disseminate improved educational techniques and practices; *et al.*

By virture of its vantage position, it plays an important role in school education especially in its qualitative improvement. The National Institute of Education has several Departments. *The project on population Education in schools has been located in the Department of Education in Social Sciences and Humanities. Preparation of literature on the status of women is also the responsibility of this Department. The link between the two is obvious.*

Educational Research and Innovation Committee (ERIC) in the NCERT is yet another important apex body so far as the research and innovations in education in general and school and teacher education in particular for the entire country.

Its scope of activity is no way confined to the research in the NCERT alone but its primary concern is to promote research in education in all over the country through grants and training of research personnel.

Three task forces comprising of eminent educationists have also been set up for identification of research problems in the field of (i) Universalisation of education; (ii) Education for the weaker sections; and (iii) Education for social change mainly with a view to identifying priority areas in each of these.

As has been noted, both CABE and NCERT play pivotal roles in development and execution of educational policies. The composition of both bodies has fair representation of the States and, therefore, have significantly contributed in development of hormonious plans for all areas. In this background, it will be useful to review the processes of plan formulation and execution.

Development of Educational Plans and Centre-States' Partnership

First Five Year Plan declared that in planning for progressive improvement in living standards, the implications of the rapid growth of population need carefully to be considered.[5] Therefore, for a balanced development of various sectors of nation's life, economic, social and educational, all sectors and activities are coordinated and an integrated plan is prepared which incorporates the educational development and measures of population control too.

Testimony to this fact is borne out in a statement that '*the economy has to be viewed as a unity as well as in its parts, and the plan should reflect not only the links between the various sectors but also their interdependence.*'[6] *The need of coordination of education and population plans is also highlighted in the Third Plan which points out 'it is obvious that in some directions and more especially in education, in family planning and rural water supply, every effort should be made to secure the largest measure of advance possible.*'[7] However, even in these two areas it is necessary to harmonize all levels, branches and schemes so that they come complementary to each other for yielding fruitful results.

'Working partnership' between the Central and State Governments outlined in the Constitution has been significantly reflected in the preparation of educational plans. By and large, the procedure of preparation of all the Five Year Plans has not changed significantly. Initially, the targets and priorities are determined by the Planning Commission in consultation with the Ministry of Education and State Education Departments. This represents a tentative educational plan.

The National Development Council of the Commission which approves the plan has also representation of the State Governments at the highest level. The State Governments prepare their educational plans in the light of their local conditions and requirements within the Plan frame prepared at the Centre. Both the Centre and State Plans are coordinated in regard to targets, priorities, and above all 'internal balances' of the Plan as a whole. Tripartite discussions are held for the purpose between the Planning Commission, the Ministry of Education and State Governments before the Plan emerges in a final shape.

For purposes of implementation, the programmes are divided into different categories. Some programmes are mainly State programmes. Programmes having an all-India application are treated as 'centrally sponsored' programmes. Unlike the former, expenditure on these programmes is borne by the Central Government. There is another category of programmes. i.e. Central Schemes and these are formulated and implemented by the Union Ministry of Education and Social Welfare. The programmes in each of these three categories are so formulated that they reinforce and supplement the programmes of the remaining categories.

Manifestly, the planning and implementation of educational plans appears to have been a joint endeavour of the Central and State governments.

Ministry of Education and Social Welfare has also some more useful functions which are listed hereunder :

Education in Union Territories And Centrally Administered Areas

Government of India has a responsibility for administering education in the Union Territories and Centrally administered areas. Their number has varied from time to time. At present, there are nine Union Territories as against five such areas at the time of Independence.

Every aspect of educational development in these Centrally administered areas receives special attention of the Ministry.

Clearing-House Functions

The Ministry also acts as a clearing house of information. The Ministry collects, compiles and publishes every year the educational statistics covering the entire country. These publications are Education in India; Education in the States; and Education in Indian Universities. It also publishes studies and surveys, reports of important commissions, committees and such other educational documents that have significant

implications for educational development. Publication of important journals such as Educational Quarterly and Secondary Education has also contributed to the dissemination of significant knowledge about the various facets of educational development.

From the foregoing elucidation, it is more and more clear that plan after plan reiterated the interdependence of the two policies.

However, from their review it is increasingly apparent that not much was done so far as implementation of these policies is concerned. Hence the targets set forth have invariably been scaled down and modified.

On balance, it may be pointed out that the declared approach of co-ordination needs to be put into practice in letter and spirit. Then alone encouraging results will outflow spontaneously and solution of awesome problems become feasible.

NOTES

1. Planning Commission : *The Planning Process*, New Delhi, 1975, p. 65
2. *Ibid.* p. 2
3. *Ibid* p. 19
4. Ministry of Education : *Central Advisory Board of Education, Silver Jubilee Souvenir*, New Delhi, 1960, p. iv
5. Planning Commission : *First Five Year Plan 1951-56*, New Delhi, 1952, p. 16
6. *Ibid.* p 3.
7. Planning Commission : *Third Five Year Plan 1961-66*, New Delhi, 1961, p. 51.

CHAPTER SIX

Points of Contact and Intersection between Education and Population Programmes

A glance at the progress of family planning programmes and campaigns bring to the fore the inadequacy of this line of attack largely based on a clinical approach. Failure on the part of the society and government to appreciate the problem in totality has already cost them a lot. It needs to be properly understood that population phenomenon has physiological and psychological, social and cultural, economic and political and religious and moral or ethical components. Accepting a small familly norm or planning a family as a way of life is not a "once for all" operation but a long drawn out process involving awareness of the problem acquisition of necessary knowledge and information which should be good enough to gather courage and conviction of action, acquiring necessary skills and above all development of values attitudes that would ensure a particular type of reproductive behaviour on the part of eligible couples in the reproductive age group. In brief, education has to precede family planning campaigns and programmes. It should suffice to say that development of a wide network of family planning and welfare centres all over the country in itself does not ensure motivation for the people to avail of their free advice and services.

In view of this inseparable inter-connection between education and population policies and programmes it would be desirable to scrutinise and critically examine policies in their related fields to see if there exists any correlation, convergence or reinforcement. May be these might have been conceived of as water-tight compartments having hardly anything to do with one another. Even the possibility of working at cross purposes in these two domains cannot be ruled out. For instance, on the one hand the government may be spending huge amounts on family planning programmes preaching small family norm which is something desirable not

only for the individual and family welfare but also for the society so that it can make strides on the socio-economic front. But on the other hand it is possible that whatever little it achieves through its sustained efforts on this front is lost when all the government policies knowing or unknowingly lay heavy premium on numbers. For instance, political representation of the people on various legislative bodies or seats of authority is determined by the numerical strength either of the community or that of the people inhabiting a given political territorial unit. Likewise, the plan allocation or government assistance, subsidy etc. is given in direct proportion to the numerical strength of a given political unit. Thus, these apparently innocuous policies based on the laudable principles of equality often serve as powerful incentives to increase numbers. Hence a critical review of policies in such apparently diverse areas becomes imperative.

In view of the above, it is proposed to examine carefully policies and programmes under the following heads :

A. Improving data-base of demographic statistics ;
B. Introduction of population studies/education in the educational system;
C. Eradication of illiteracy through non-formal education and mass-media;
D. Raising the status of women in the family ;
E. Upliftment of the scheduled castes and scheduled tribes ;
F. Initiation of national minimum needs programme ;
G. Acceleration of integrated rural development ; and
H. Curtailment of number oriented government rewards, subsidies and incentives.

A: Improving Data-Base of Demographic Statistics

In 1971, India celebrated the centenary of census operations. There is hardly any doubt that over the years the Government of India have made serious efforts to improve the reliability of its data. By and large, every census operation at the beginning of a new decade has widened its scope of adding more useful information that gives a clue to the socio-economic conditions of the people and the demographic structure and composition of the population. An entirely new economic census of the country has also been planned and is about to be launched. Village surveys and collection of vital statistics are already in vogue.

This is not to suggest that there is no room for improvement in this area. Perhaps a reference to the latest publication in the series 'Data Base of India Economy' should suffice. The book entitled Population Studies in India edited by Ashish Bose, D. B. Gupta and G. S. Roy Chaudhari

running into 445 pages contains very valuable suggestions to improve the quality and usuability of demographic data so that planners and administrators can do a much better job by basing their plans and strategies on a firm ground. The book contains papers by experts on topics such as Demographic Data : An Overview; Employment and Unemployment; Mortality, Morbidity, Fertility and Family Planning; Migration and Urbanization; Historical Demography; 1971 Census; 1981 Census; Sample Registration Scheme; Population Register; Family Planning Statistics; Regional Planning; Urbanisation; and Five Year Plans. There is reason to believe that Government of India and its specialised agencies are alive to these problems and are keen to improve their operations.

B: Introduction of Population Studies/Education in the Educational System :

Reliable population data-base is only a means to an end. The data needs to be processed scientifically to arrive at valid conclusions and inferences. It also calls for well trained and qualified specialists or experts in the areas of demography and allied disciplines. From these points of view, the Departments of Demography or Centres of Population Studies/Research in Universities or Institutions of higher learning occupy a place of pride. Special mention may be made in this connection of the following institutions :

1. International Institute for Population Studies, Bombay (Maharashtra);
2. Institute of Economic Growth, Delhi ;
3. Delhi School of Economics, Delhi :
4. Population Studies Centre at the Centre for Study of Regional Development at the Jawaharlal Nehru University, New Delhi ;
5. Population Studies Centre, Sri Venkateswara University, Tirupati (Andhra Pradesh) ;
6. Institute of Social and Economic Change, Bangalore (Karnataka);
7. Bureau of Economics and Statistics. Trivandrum (Kerala) ;
8. M.S. University of Baroda, Baroda (Gujarat) ;
9. Indian Statistical Institute, Calcutta (W. Bengal) ;
10. National Institute of Health and Family Welfare, New Delhi ;
11. Tata Institute of Fundamental Research, Bombay (Maharashtra) ;
12. Gokhale Institute of Politics and Economics, Pune (Maharashtra) ;
13. Department of Geography, University of Punjab, Chandigarh ; and
14. Gandhigram Institute of Rural Health and Family Planning, Gandhigram (Tamilnadu).

These are some of the leading centres of higher learning where considerable work of an interdisciplinary nature is being carried on earnestly in the area of population studies.

Although the average life expectancy at the time of birth in India is now well over fifty years, it is interesting to note that the mean-age of the people in India is only 18 to 19 years. This is explained by the fact that nearly 42 per cent of the population is below 14 years of age. Equally important is the fact that about 10 million eligible couples enter into reproductive age group every year. All these facts are only a pointer to the perennial nature of the problem. This inevitably calls for a long term solution of the problem, and hence the introduction of population education in schools.

Historically speaking, India was perhaps the first country in the world to have an official population policy. This was conceived and adopted as long back as 1952 within the overall context of the all out offorts towards planned development. But the decision, again taken by the Government to introduce population education systematically in the school curricula was as late as 1969. The National Seminar on Population Education was held at Bombay on August 2 and 3, 1969 under the joint auspicies of the Union Ministries of Education and Social Welfare and Health, Family Planning and Urban Development.

The Seminar unanimously recommended to introduce population education in schools and teacher training institutes as an integral part of their curricula. The Directors of Education and Secretaries of the States who participated in the Seminar were party to this unanimous recommendation. They further recommended to set up the Population Education Cell in the National Council of Educational Research and Training whose job it would be to develop model syllabi in population education both at the school and teacher education level. It was also charged with the responsibility of the development of instructional materials that could be used by teachers, teacher-educators and students.

While defining the objectives and scope of population education at school, the Seminar recommended[1] :

> "The objectives of population education should be to enable students to understand that family size is controllable, that population limitation facilitates the development of higher quality of life in the nation and that a small family size can contribute materially to the quality of living for the individual family. It should also enable the students to appreciate the fact that preserving the health and welfare of the members of the family, to ensure the economic stability of the family and to assure good prospects for the younger generation the Indian families of today and tomorrow should be small and compact with only two or three children."

"Students at all levels have a right to accurate information about the effect of changes in family size and in national population with beneficial impact on the economic development of the nation and the welfare of the individual families."

In carrying out its terms of reference the Population Education Unit of the NCERT has published the following literature so far :

i) Readings in Population Education (1969) ;
ii) National Seminar on Population Education (1969) ;
iii) National Seminar on Population Education (Revised Second Edition, 1970) ;
iv) Population Education in School Curricula. (Social Sciences) : A Working Document (1970) ;
v) A Draft Syllabus in Population Education ; Classes I to XI (1971) ;
vi) A Bibliography on Population Education (1971) ;
vii) Plug-Points for Population Education in School Curricula (1971) ;
viii) Indian Population Situation (1971) ;
ix) National Conference on Population Education— Problems of Implementation (1972) ;
x) Population Education—Selected Readings (1972) ;
xi) Bhavishya Ke Sapne (Dreams of the Future)— A Supplementary Reader in Hindi (1972) ;
xii) Dinu Dakiya (Story of a Postman)— A Supplementary Reader in Hindi (1973) ;
xiii) Nutrition and Population Education—A Resource Book for Teachers (1973) :
xiv) Population Education : Current Problems in Education Series (1973) ;
xv) Teaching Units of Population Education (1973) ;
xvi) Population Education for Teachers (1974) ;
xvii) National Bibliography in Population Education (1975) ;
xviii) Indian Population and Development (1977) ;
xix) Teaching Units on Population Education, Volume : II (1978) ;
xx) A Workbook on Population Studies (1977) ;

Thus it should be clear that in Population Education this NCERT Unit has developed background literature for promoting and popularising the concept of population education among educationists, teacher-educators, administrators and policy makers. Secondly, it has developed curricular materials identifying contents and their scope of various school stages and also at the teacher education level. Thirdly, instructional materials such as sourcebooks and teaching units have also been prepared for teachers. Supplementary reading materials including workbooks for students form the fourth category of the materials produced.

During the past few years, there has been a distinct shift in the approach of this Unit wherein it has concentrated on the incorporation of population education ideas in the textbooks that are in actual use. By way of example, a few lessons or chapters or units already included in textbooks are mentioned below :

a) The Problem of Population Explosion (Civics Textbook of Class VIII);

b) People the Greatest Resource of a Country (Geography Class VIII)— It emphasises the quality of people ;

c) Nurturing Human Resources (Geography Class IX) ;

d) Man and Environment - Man and Food Supply—Distribution of Population, Growth of Population, Man and Eco-system (Geography Class X) ;

e) Organization of Life—Population, Community, Eco-system and Biosphere (Life Sciences Classes IX-X) ;

f) Conservation of Nature and Natural Resources - Ecological Crisis, Maintenance of Equilibrium in Nature, Conservation of Nature and Natural Resources - National and International Efforts (Life Sciences Classes IX-X) ;

g) Nutrition and Population Education—Population Explosion, Menstrual Cycle—Duration and Stages, Fertilization, How the birth rate can be checked, what can you do for Population Education ? (Life Sciences classes IX-X) ;

h) Reproductive Systems - Differences, Fertilization, Early Development, Ovarian Cycle and Fertility Control (Biology Textbook for Classes XI-XII under new pattern) ;

i) Development and Heredity of Man (Biology Class VIII).

The Workbook in Population Studies developed as a part of the "Co-operative Development of Learning Units"—a project sponsored by the Unesco is meant for 13 year olds and is divided into four units : (i) Our Growing Population ; (ii) Growing Numbers and Efforts for a Better Living ; (iii) Population on March and Environment on Retreat ; and (iv) Battle to be Fought and Won in Every Family.

This second phase of activities in promoting population education through various school subjects and their textbooks actually used in classrooms is much more important than the first phase of producing demonstrative or sample materials. Whereas the first phase was meant to create favourable climate, the second phase alone goes a long way in actual implementation of population education in thousands of schools in the

country Besides NCERT textbooks, some States have also incorporated population education ideas in their textbooks in various subjects.

Then comes the third phase where teachers and teacher-educators are provided with orientation to the teaching of population education. For this purpose, under the project of developing a Sourcebook on Population Education—again a project funded by the Unesco Regional Office, Bangkok—contains among other things a series of articles indicating how population education can be taken care of through the teaching of various subjects such as Languages, Mathematics, General Science, Social Studies, History, Geography, Civics, Economics, Home Science and Sociology. It also provides a glossary of technical terms and tables with the latest statistics on population data. These articles along-with lesson-plans are being taken to the teachers through a massive correspondence-cum-contact courses spread over six months (by correspondence) and a fortnight of contact courses being conducted by the four Regional Colleges of Education of the NCERT. Twelve thousand teachers are being oriented every year in various subjects for Classes IX-X in a batch of 50 teachers at a time. Also the Centres of Continuing Education are expected to take up orientation in population education alongwith various school subjects. The beneficiaries of these programmes are not only teachers of secondary schools but also the teacher educators working at the elementary school level.

In India there is now a well developed infrastructure in the field of education as there are a large number of specialised agencies, institutions and organizations making it easy to bring about innovations towards the qualitative improvement of actual classroom instruction. With this background the NCERT acts as a "promptor" and "promoter" of an educational innovation known as Population Education. This, however, it has to do in its purely advisory capacity.[3]

The preparation of this material (in population education) being important in itself has yet another significant point to its credit. As a matter of strategy all this work has been done in active cooperation with persons working in State Departments of Education, State Institutes of Education, members of the Syllabus Committees of the Boards of Secondary Education, personnel from the leading training colleges and University scholars besides practising teachers. Also involved were persons from the voluntary agencies working in the field for utilizing their experience and expertise.

Going a step further, the Unit has actually collaborated with some States and their agencies in the task of their school and teacher education syllabi. This was an effective way to incorporate ideas of popu-

lation education in their school curricula, textbooks and other instructional materials.

The strategy of working for and through States and their specialised agencies ensures built-in support in implementation of the scheme.

Inspite of these plus points of the strategy of implementation it also has got to guard against the following tendencies as Prof. B.S. Parakh has rightly pointed out in his paper—Population Education—An Innovation : Status and Prospects

"Other systems in the 'environment' whether at the national or State level—official or voluntary in nature, have a tendency to be satisfied with the act of publishing varied literature on the innovation. *A systematic follow-up and a feed back to constantly revise and improve the material is a must for the success of the scheme.*'

"*The traditional society as it is, there are resistances to change values radically. The conservatism on the part of the teacher community is well known .... Innovations are like strangers more admired and less favoured.*"[3]

National Staff College for Educational Planners and Administrators has also been doing some work in promoting population education. It had organized a National Meet of Experts on Population Dynamics and Education in October, 1974. Its report, Growing Multitudes and Search for Educational Opportunity was brought out in a cyclostyled form in 1975. This organization while organizing orientation programmes for educational administrators and planners briefs them on the problem.

C : Eradication of Illiteracy Through Non-Formal Education and Mass-Media

It is true that population explosion is a problem of perennial nature and has got to be tackled on a long term basis as well. However, it should not reduce in any way urgency of the problem and the need to deal with it on a war footing. Perhaps what is crucial is the ability and speed with which the society and governments can reach the teeming millions comprising of eligible married couples. Of great significance is the fact that almost three-fourth of them are illiterate and are totally out of reach so far as the channels of formal education is concerned.

The slogans such as 'Deschooling', 'Mischooling' or 'the School is Dead' are no more confined to a particular part of the world. Its echoes are audible even in India. There is now considerable concern for implementing schemes of inservice education, life-long education and continuing education at least for teachers. The Central Advisory Board of

Education in its 37 Session held in November, 1974 has called for "giving up the exclusive emphasis on formal system of education and introduction within the system a large element of non-formal education."[4] Time and again, the Central Advisory Board of Education underlined the great significance of programme of adult education for securing intelligent participation of the people in all programmes of national development.

The success of popularising a small family norm among the non-white collared people will depend to the extent an urge to lead a better quality of life is developed among the illiterates or less-educated masses—farmers, factory workers, artisans and the like. This pious resolve then will have to be followed up with concerted efforts to equip them with necessary knowledge and skills to adopt advanced techniques of production and a scientific approach needed in accepting and adopting to modern ways of life.

Non-Formal education, therefore, would have to be offered as an educational support to family planning efforts. This is consequent upon the realisation that family planning problem is not a clinical problem but essentially one that calls for a comprehensive and a well integrated approach.

Main Schemes of Non-Formal Education :

i) *Balwadis* for pre-school children and Integrated Child Development Scheme included in the Fifth Five Year Plan endeavours to provide a package of services for child development including supplementary nutrition, immunisation, health check-up, nutritional and health education, and non-formal pre-school education. The programme therefore, represents a gateway for a major contribution to a large number of deprived children in their early age. The States of Maharashtra and Tamilnadu have made considerable headway in Balwadis and mid-day meals, etc. By the end of the Fourth Five Year Plan (1969-74), about 225,000 children were covered under this programme in over 6,000 Balwadis.[5] In 1974-75, a sum of Rs.67 million was disbursed to the States as partial reimbursement of the expenditure incurred by them ;

ii) *Non-Formal Education for the 6-14 age-group* : Millions of children who for various reasons are either unable to join schools or leave them in between have to be taken care of. Central Advisory Board of Education recognised the need of such a programme. At present eight non-formal education centres for 6-14 age-group—two in Uttar Pradesh and one each in Gujarat, Andhra Pradesh, Himachal Pradesh,

Orissa, Bihar and Delhi are being run by the National Council of Educational Research and Training (Department of School Education);

iii) *Non-Formal Education for 15-25 age-group* : In order to cater to the educational needs of this vast and vitally important group of young people, this scheme was launched in 1975-76 and is in progress in about 110 districts. These districts in all cover over 6,000 centres and 150,000 learners. It is envisaged to expand further in many more districts;

iv) *Farmers' Functional Literacy* : This programme started nine years ago is much more than a literacy scheme. It combines farming out knowledge and skills, civic education for bringing about social awareness and attitudinal change with acquisition of literacy. The programme is being pursued in about 125 districts covering at one time, approximately 150,000 farmers. In 1976-77 alone 500,000 farmers are reported to have been made functionally literate;

v) *Non-Student Youth and Nehru Yuvak Kendras* : Apart from wide range of other activities, Nehru Yuvak Kendras play an important role in promoting non-formal education for the non-student youth. They also coordinate with various institutions and organisations in several activities. All States are covered by this scheme. There are at present about 100 Nehru Yuvak Kendras in the country;

vi) *Functional Literacy for women* : Realising the significance of correlation between women's education and population growth, Ministry of Education and Social Welfare (Department of Social Welfare) has launched a programme of non-formal education for women in a big way. This programme combines functional literacy with (a) elements of health and hygiene; (b) food and nutrition; (c) home management and child care; (d) civic education and (e) vocational and occopational skills Mahila Mandals, Youth Clubs and voluntary agencies contribute in involving rural women in the process of rural development.

vii) *Non-Formal Education for Workers* : There are a few institutions sponsored by the Ministry of Education to cater to out-school education for the under-privileged urban population. These are at Nagpur (Maharashtra); Indore (Madhya Pradesh); Bombay (Maharashtra); Delhi; and Ahmedabad (Gujarat). In the first two cities there are workers' social education institutions and in the latter three Polyvalent Education Centres;

viii) *Non-Formal Education in Universities* : Outstanding initiative has been exhibited by university departments of Continuing/Adult

Education (14 universities); Departments of Correspondence Education and through National Service Scheme. The Agricultural Universities and research institutions of Indian Council of Agricultural Research (Ministry of Food, Agriculture and Irrigation) have established strong extension departments. They hold a promise of substantial role in providing impetus to non-formal education programme.

Normally, non-formal education supplements the formal school system. But there is a misgiving that non-formal education stands for rudimentary literacy programme for disseminating elementary knowledge through oral or audio-visual aids or that the programme is meant for poor people and backward communities. Such misgivings need to be removed to achieve results in implementation of this programme.

Role of Mass-Media :

There is no exaggeration to state that mass-media have significantly contributed in creating required awareness about the family planning programme among the illiterate, semi-literate and neoliterate masses. Beginning with the Second Five Year Plan (1956-61), the National Family Planning Programme was given a firm base through mass-media for creating awareness and acceptance. Millions of posters, pamphlets and folders on the subject were distributed and displayed. Films, slides and exhibits were arranged to mobilize interest and support for the programme. Honorary family planning education leaders were appointed in the States for the purpose. Each State Family Planning Bureau and District Family Planning Bureau has an education and information division having a complement of staff. Urban family planning centres and rural family planning centres have family planning extension educators for the purpose.

All India Radio had started Intensive family planning campaigns in 1967 with 22 family planning programme units at its various stations. Such programmes are now planned by 36 units and in 1974-75 alone more than 28,000 programmes on family planning were broadcast. These programmes have been considerably effective in changing the attitudes of the rural population.

Under the Statellite Instructional Television Experiment (SITE), 2,400 villages of 20 districts in six States, the mass-media programme received great stimulus. It has been estimated that over 45 million people benefitted from this experiment for one year commencing from August, 1975.

The experiment aimed at motivating rural folk about family planning acceptance; universalisation of elementary education; and secure overall rural development.

Studies to evaluate the programme have been undertaken by the Indian Space Research Organisation, Ahmedabad in collaboration with the National Council of Educational Research and Training and the Planning Commission and their findings are yet awaited.

Thus mass-media in family planning has considerably expanded. However, in course of its expansion, it was felt that there was need for :

i) Better coordination of different sections of health directorate and developing effective liaison with departments ;[6]

ii) That Union Ministry of Education should institute family life education in schools. The subject of population problem and its solution can be integrated in almost all subjects especially in social sciences, biology and geography. Family life education should form part of the teacher education.[7]

iii) Extension education should be integrated with the promotion of agricultural and industrial production with the provision of better education with better opportunities of employment and better nutrition and family welfare ; and

iv) It should emphasize on different benefits that accrue to a small family and general improvement of its welfare.

These have now been carried out to a large extent with the setting up of a high-powered Family Planning Communication Board with the Minister of Health and Family Welfare as its chairman and Minister of Information and Broadcasting as vice-chairman including representatives of several development departments such as Education, Social Welfare, Community Development, Social scientists, social workers, media experts from other disciplines to lay down guidelines and periodically review the implementation of communication activities under family planning programmme ;[8] (b) Tripartite National Committee on Family Planing ; (c) An Inter-ministerial Coordination Group set up during 1974-75 under the chairmanship of Commissioner of Family Planning including representatives of Departments of Rural Development, Social Welfare (Ministry of Education), Ministry of Information and Broadcasting to monitor and coordinate the implementation of various schemes.[9]

But it is still true that motivation creating and action stimulating potential has not been exploited sufficiently. There is a need to tailor the message and means to the varying needs of different groups to achieve success. In other words, it should become a strong need-based programme for the current information and motivational force for securing better quality of life in general and family planning in particular.

To a great extent, National Minimum Needs Programme included

in the Fifth Plan meets this requirement because it is based on the philosophy that in absence of appropriate education it would not be possible for the individual to take full advantage of services and facilities that are being expanded for his benefit.

One of the important shortcomings of these varying supporting schemes is that they are generally top heavy and tend to eat up all the allocations through multiplication of permanent or semi-permanent jobs and establishments. Generally, there is little correlation between costs and physical targets actually realised.

D : Raising the Status of Women

Indian Women are stated to have enjoyed exalted status in pre-Vedic age (about 3000 B.C.) but such a position was rudely disturbed and they now have a legacy of distinctly an inferior status in the social system. Their main role is conceived in relation to reproduction. In course of time, the law backing this role became stringent as a daughter could not even inherit any part of her father's property. Divorce was prohibited for a woman though man could not only divorce and remarry but may have any number of wives. In a high caste or middle class society a woman after her husband's death irrespective of her age (often there were child widows because child marriage was the custom) could not remarry under any circumstances, while no restrictions were imposed on a widower. In fact, aided by custom, the treatment of the widow was inequitous to the extreme. Preference was given to male children for getting education.

After independence, the glaring inequality in the rights of men and women could no more be sustained. Preamble of the Constitution declares in no uncertain terms the equality of status and opportunity for all irrespective of sex. Fundamental Rights specify "prohibition of discrimination on grounds of religion, race, caste, sex or place of birth and empower making special provisions for women and children (Article 15.3). This provision enables the State to make special provisions for women, particularly in the field of labour legislation like factory acts, mines acts, etc.

Equality of opportunity in matters relating to employment to any office under the State has also been guaranteed (Article 16.1).

Besides the Fundamental Rights, Directive Principles of State Policy reflect high ideals of liberal democratic polity. Some of them concern women directly and the others indirectly i.e. free compulsory education for all children upto the age of 14 years (Article 45); right to work, edu-

cation and public assistance (Article 41); uniform civil code (Article 44); right to adequate means of livelihood for men and women equally (Article 39-a); equal pay for equal work for both men and women (39-d); just and humane conditions of work and maternity relief (Article 42).

Consideration of these provisions, clearly suggests that Indian Constitution included adequate safeguards for women and enjoins on the State to take positive measures so that social transformation becomes a reality.

Inspite of these safeguards and legislation enacted, considerable disparity continues to exist between the legislated status of women and their actual position.

Almost three-fourth of the children who are at present out of school consist of girls, children of scheduled castes and scheduled tribes and such weaker sections of the community like landless labourers and slum dwellers. Thus any delay in universalising elementary education really implies that interests of these vulnerable groups are being sacrificed.

Over twenty-five years have passed since glorious provisions for ensuring equality between the two sexes were enshrined in the Constitution but even today the women of India continue to be governed by different laws. The justification for the differences is that personal laws have always been based on religion; so we have Hindu Law; Muslim Law, etc. This belies the Preamble which enjoins a democratic and secular State. The conservatives and traditionalists have always put forth secular nature of Indian polity as an argument in favour of continuing apparent discrimination between sexes to the detriment of women.

It is true that there are certain examples of outstanding individual achievements by Indian women but by and large they still constitute the largest single body of underprivileged citizens.

Again, there is no denying the fact that position of women has considerably improved but we have still to go a long way before we can legitimately claim that 'justice social, economic and political informs all institutions of national life.' (Article 38).

Realising the enormity of the problems of the Indian women, Government of India appointed a Committee on the Status of Women by a Resolution of the Ministry of Education on the 22nd September, 1971 to study the position of women and make recommendations.[10]

It will be useful to review the main recommendations of this Committee :

a) Age at marriage : Hindu Marriage Act, 1955 specified completion of 18 years and 15 years by the bridegroom and the bride respectively. Although the mean age at marriage has risen during the last

few years, the Act is silent about the validity of marriage and penal policy in cases of violation.

National Population Policy declares that the marriageable age will be raised to 21 years for boys and 18 years for girls. (*This has already been done*). This will help to reduce the fertility rate as also promote more responsible parenthood. It is also expected that postponed marriages will result in improving the health of the mothers and children.

b) Dowry : Dowry Prohibition Act 1961 has signally failed to achieve its purpose as its infringement is not made a cognizable offence.

The Status of Women Committee recommended that 'offences under the Act, be made cognizable and impact of the amended Act be evaluated after five years.'[11]

c) Divorce : Hindu Marriage Act 1955 recognises the practice of divorce both socially and juridically.

The Committee recommends inclusion of cruelty and desertion as grounds for divorce in this Act.

There is an element of preferential implications in favour of males for divorce in Dissolution of Muslim Marriage Act, 1939 and the Committee suggests legislation to eliminate unilateral right of divorce to introduce parity of rights for both partners.[12]

d) Inheritence : Hindu Succession Act 1956 ennunciated equal rights of succession between male and female heirs. However, retention of copercenary affects the rights of female heirs detrimentally. The Committee has recommended its abolition.[13]

Although Muslim Law (Hanafi doctrines of Sunni Law) makes no distinction between the right of female heir like a widow or daughter, the Committee has recommended legislation to give equal share to the females.[14]

The Committee has further recommended that on divorce or separation, the wife should be entitled to at least one third of the assets acquired at the time of and during the marriage.

e) Education : Inspite of the growing recognition of the importance of women's education, traces of ambivalance between the tradition and new attitudes still holds sway. According to the University Education Commission, 1949 'Women and men's education should have many elements in common, but should not in general be identical in all respects, as is usually the case today Her education should make her familiar with problems of home management.

The National Committee on Women's Education strongly recommended "that education of women should be regarded as a special problem in education for a good many years to come and that a bold and determined efforts be made to face its difficulties and magnitude and to close the existing gaps between the education of men and women in as short a time as possible."[15]

According to Status of Women Committee "illiteracy remains the greatest barrier to any improvement in the position of women – in employment, health, exercise of legal and constitutional rights, equal opportunities in education, and generally in attaining the equality of status that our Constitution has declared as the goal of this nation."[16]

The National Population Policy clearly states that "wherever female literacy improves, it has been seen that fertility drops automatically. It is, therefore, necessary that special measures be taken to raise the levels of female education, particularly above middle level for girls and as well as non-formal education plans for young women especially in certain backward States where family planning performance so far has been unimpressive."[17]

At any rate, it is through education alone that perception of the inferior status of women can be modified and a new image created. *Desirable values have already been identified and care is being taken to include them in the curricula of the restructured educational system.*

The new curriculum does not make any distinction between boys and girls as a uniform curriculum has been recommended. Even in the work-experience programme, the curriculum does not differentiate between them and all pupils are given the work-experience as per their interest and ability.

f) Family Planning : Report of the Status of Women Committee reiterates that "if the masses of India women are to be freed from their status as 'expendable assets' some of the obvious and immediate answers lie in releasing them from the bondage of repeated and frequent child birth, providing them with some choice in the size of their families and in ensuring adequate medical facilities to protect them during and against maternity."[18]

There is no doubt that awareness about family planning has percolated to all sides. But relationship between family planning and status improvement depends on the awareness and behaviour of both, as also social attitudes and opportunities for women's education, employment, and general economic development.

Under its programme of functional literacy for women, Department of Social Welfare of the Ministry of Education has started (1975-76), 33 experimental projects for Integrated Child Development Service. These projects aim at integrated delivery of package services to pregnant women, nursing mothers and pre-school children.

The objectives of this programme meant for adult women in the age group of 15-45 include :

i) to enable illiterate women to acquire functional literacy ;
ii) to develop among them awareness about modern methods of health and hygiene and population control ;
iii) to impart need-based training in home management and child care; and
iv) to bring attitudinal change among women.

It is, however, yet to be seen how the report of the National Committee on the Status of Women is implemented in the proposed decade of action in this regard. The previous as well as the current ruling party at the Centre are committed to implement this programme. The Prime Minister himself is the Chairman of the Committee entrusted with the implementation of programmes in this field.

E : Upliftment of Scheduled Castes and Scheduled Tribes for their Emancipation

The scheduled castes and scheduled tribes of India have a history of segregation and isolation and are backward in several aspects. Whereas the scheduled castes are evenly distributed throughout the land, the tribals are concentrated in contigous blocks mostly in uplands and peripheral areas. Age-old social and cultural handicaps coupled with environmental factors have, to a significant extent, contributed towards their low levels of living. By and large, they live under poverty line. As a result, they have not been able to reap in full measure, the benefits of planned development of the country.

Mahatma Gandhi championed their cause and gave them a title of 'Harijans' (men of God). Indian Constitution does not define the terms scheduled castes and schedules tribes but has instead standardised these expressions in Articles 341 and 342).

Constitution includes safeguards for them in declaring that "The State shall promote, with special care, the educational and economic interests of weaker sections of the people and, in particular, of the scheduled castes and scheduled tribes and shall protect them from social injustice and all forms of exploitation (Article 46).

For a long time, their rights were neglected with the result that even sincere efforts have created an insignificant impact in their condition of life so far.

Let us take up education which is most important element in the development of any community, particularly when it is faced with a new situation. Although, protective and differentiated safeguards are enshrined in the Constitution and spread of education in India as a whole, has been tremendous in the last 30 years, spread of education amongst the scheduled castes and scheduled tribes has been quite uneven. Nevertheless, consistent efforts are being made to increase enrolments of children belonging to these classes. They are awarded scholarships or stipends to induce them to continue their studies. The number of students of castes and tribes awarded post-matric scholarships increased from 2,180 in 1951 to 211,570 in 1970-71.[19]

In point of fact, there are practical diffculties in universalising elementary education among the castes and tribes because these social groups are not homogenous. Among certain castes and tribes, education has spread fairly wide, there are some where rates of enrolment are very low and percentage of literacy is less than even five. As far as the scheduled castes are concerned, the problem has become little easier because of the considerable dimunition in the rigours of untouchability. At the sametime. it has been realised that education of backward classes in general and of the tribes in particular is a major programme for social, economic and cultural integration. The need of differentiated programmes was felt and comprehensive sub-plans have recently been developed by the State Governments at the instance of the Ministry of Home Affairs in order to secure greater effect of the schemes of development for relatively underprivileged and less advanced scheduled castes and scheduled tribes.

As already indicated, main segments causing backlog in enrolments belong to scheduled castes, scheduled tribes and girls. It has, therefore, been stressed that future expansion programmes be devoted for them so that the large disparities are reduced to the minimum.

Fifth Five Year Plan specified that 'main thrust in the expansion of education has to be planned with reference to the most backward areas and most underprivileged sections of the population. To promote enrolments in these areas and among these sections, and what is more important, to ensure the retention in schools of the children for the full period of compulsory education, a variety of incentives would be needed. In the Plan, there is provision for free distribution of textbooks and stationery, mid-day meals for boys and girls, uniforms and scholarships. For promoting education in tribal areas, many more Ashram Schools are

proposed to be established where both education and maintenance will be fully subsidized by the State.[20]

A Monitoring and Evaluation Cell has recently been set up in the Union Ministry of Education for reviewing the progress of strategic educational development programmes included in the Plan particularly for the tribal areas.

Several States have shown spectacular progress in expansion of education among the weaker sections in general and tribal population in particular.

40 Integrated Tribal Development Projects have been formulated and an amount of Rs. 650 million was spent in the first three years of the Fifth Five Year Plan. Another Rs. 1,250 million have been provided for expending on the Integrated Tribal Development Projects.[21]

As sweeping measures are now being devised for spread of literacy it is expected that the task of universalising elementary education will become easier in the near future. This will create required awakening in the beneficiaries and enable them to contribute to the national development through change in behaviour and roles performance.

F : Initiation of National Minimum Needs Programme (MNP)

Inspite of a considerable progress made in reducing the disparities between the different communities and areas, disparities are still an eye sore requiring firm measures.

The MNP has been included in the Fifth Five Year Plan (1974-79) which envisages a frontal attack on this problem by way of making provision of adequate resources for social consumption. "It aims to establish throughout the country a network of a certain essential services on a coordinated and integrated basis, given certain predetermined criteria of uniformity and equality."[22]

The content of these services identified after undertaking a detailed exercise is :

i) Provision of facilities of elementary education for the childern upto the age of 14 years at the nearest possible places to their homes;
ii) Minimum uniform availability of public health facilities (including family planning) ;
iii) Supply of adequate and safe drinking water ;
iv) Provision of developed home sites for landless labourers in rural areas ;
v) Provision of all-weather roads to all villages having a population of 1500 persons or more ;
vi) Environmental improvement of slums ; and

vii) Spread of electrification to cover 30-40 per cent of rural population.

An important feature of this programme is to view the various schemes as integral parts of package facilities. Thus it implies that the villages where schools or Primary Health Centres are located would also be provided with water-supply arrangements, electricity and link roads.[33]

Let us consider this programme with regard to the provision of elementary education and public health facilities separately.

Elementary education : Elementary education under the MNP in the Fifth Plan is mainly to help the States which lag behind the other States in the provision of educational facilities for the age-groups 6-11 and 11-14. All States having less than 100 per cent educational facilities for age-group 6-11 and less than 50 per cent for age-group 11-14 can avail of the benefit of this programme. The total outlay provided for MNP in the draft Fifth Plan was Rs. 4,520 million. Out of this about 1,400 million has been expended during the first three years of the Plan. Obviously, it suggests a lukewarm importance to the implementation of this programme aiming to reduce glaring imbalances. It is therefore, important that constant review and evaluation of this programme is undertaken for its effective implementation.

Public-health and family planning With a view to removing the disparities in availability of facilities for public health, preventive medicine, medical treatment, family planning, etc. different areas in general and between rural and urban areas in particular, the MNP envisages wide extension of facilities. In addition, concentrated attention will be given to pregnant women, lactating mothers and infants of tribal areas, urban slums and drought prone rural areas and school going children of the weaker sections. An outlay of Rs. 2,914.70 million and Rs. 5,302 million for health and nutrition programmes have been included in the Fifth Plan.[34]

G : Acceleration of Integrated Rural Development

Almost eighty per cent of India's population lives in over half a million villages (575, 936 in 1971). Agriculture is their mainstay. Half of the country's national income is derived from this source. Therefore, up liftment of the peasantry and the speedy development of rural India is vital for our alround development.

Community Development Programme aiming at an overall development of rural India was launched in October, 1952 (on birthday of Mahatma Gandhi) and today, there are as many as 5,026 community development blocks in the country.[35]

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To boost up the efforts further, former Finance Minister presented a special paper on 'strategy for integrated rural development' alogwith the Budget document for the year 1976-77. It emphasised on optimum use of available local resources through purposive inputs of science and technology for the benefit of the rural poor. 'The scheme launched in 21 districts – one in each State – is forging ahead effectively for an accelerated rural development. Several universities and institutions of higher education have also taken up such programmes in selected areas. In fact, rural development has now become a national slogan. Its goal is enrichment of the quality of life and its availability at minimum levels to all sections of population.[36] Provision of Rs. 150 million was made in the Budget for funding pilot projects under the integrated rural development.

Besides this, youths and women's voluntary organisations have been assigned a vital role in the successful implementation of the rural development programme and act as catalysts in taking science and technology to the rural masses. Nehru Yuvak Kendras and Mahila Mandars have become viable units to channelise the dormant potentiality for rural reconstruction.

As a result of these comprehensive steps, rural India is today humming with developmental activities. More roads have been built; more schools are being opened ; more cooperative societies are being set up to ameliorate the economic condition of the rural people. The 20-Point Economic Programme of the former Prime Minister had put a new spirit in the upliftment of rural poor.

The new ruling party at the Centre has infact declared its intention to reverse the priorities in national planning by giving highest priority to rural development through eradication of rural unemployment. It has gone to the extent of saying that it would spend less, if necessary on large industries and divert the funds thus available to create more jobs in rural areas. It is argued that many more jobs can be created per unit investment if the preference is given to agro-based rural industries particularly village and cottage industries. Schemes in this direction are under preparation and are keenly awaited with great expectations.

H : Curtailment of Number Oriented Government Rewards, Subsidies and Incentives

What is otherwise gained through several schemes including direct incentives and disincentives is very often lost through the acceptance of innocuous, humane and democratic norms such as political representation in accordance to numbers and financial allocation proportionate to population figures. A situation has arisen wherein the States with the best

performance in family planning programme began to lose their relative representation in the House of Parliament as against those States which had a poor performance to their (dis) credit and continued to have very rapid growth of population. For instance, in the case of the Sixth Parliament (1977), the number of seats in some of the States did not increase i.e. Punjab, Tamil Nadu, Uttar Pradesh, etc.—whereas States such as Madhya Pradesh, Maharashtra, Rajasthan, Orissa, West Bengal gained representation.

As per the Indian Constitution, the Centre is required to distribute in revenues and certain funds to the States keeping in view various considerations. For this purpose it is required to set up Finance Commission every five years which after detailed study would recommend criteria for equitable distribution of central assistance to the States. Invariably the States with larger population and consequently greater political power clamoured for higher allocation commensurate with their population figures. Thus, higher population was knowingly or unknowingly taken by the politicians to be an asset rather than a liability.

In order to remove this unpleasant situation, the National Population Policy recommended the freezing of the present population figures (of 1971 census) for purposes of representation in Parliament and also for the distribution of central funds to the States and Union Territories.

In fact, it went further by increasing development grants from the the Centre to those States that would show better performance in family planning programme. It suggested several group incentives and disincentives. However, it needs to be added here that these well intentioned incentives went against the interests of the ruling party for the alleged excessive enthusiasm on the part of bureaucracy while implementing the scheme. *Perhaps, the cogent point which need not be lost sight of is that responsible reproductive behaviour of eligible couples can be and needs to be changed only through persuasive education and not through coersive dictation. It is too sacred and personal an affair of the individual and family for any outside agency to interfere with arrogance and authority. It is hoped that the lesson learnt would desist any hasty and over-enthusiastic cavaliar approach to this highly emotional and sensitive issue which encompasses human dignity.*

Concluding Remarks

There is no exaggeration in pronouncing that these programmes are being pursued earnestly with a view to overcoming the bane of ignorance and to distract adherance to evil traditional beliefs. These have also to their credit many signposts of progress. At the same time it behoves

well to infer that due to laxity in pursuing the targets stipulated for these programmes, much still remains to be done.

Despite Constitutional and legal provisions of equality, persistent disparities between men and women still persist in every sphere of life. School enrolments in respect of girls and children belonging to backward communities still vary to a great extent in relation to overall enrolments. In fact goal set for universalising elementary education is evading us mainly due to the backlog of these children. *Impact of population policy does not filter down evenly.*

An important reason for the lack of sustained effort and attention in this direction has been the absence of a single agency which could co-ordinate the measures and render expert advice on methods of implementation.

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CHAPTER SEVEN

In Retrospect and Prospects

Any national case study on Coordination Between National Education Policies and Population Policies in a country such as India is bound to be significant for a wide variety of facts.

Relevance of the Case-Study

The points given below point out to the relevance, significance and uniqueness of the national case study :

i) This single country called India accounting for 2.3 per cent of the world's total land area has been sustaining in its own way one-seventh of the world's human population. About a fifth of the human beings located in the free world are being nurtured in India.

ii) No less significant is the cultural diversity which this small country contains within its national frontiers. No other country as India can boast of physical and climatic contrasts, multiplicity of languages and pluralism of its religious and cultural heritage.

iii) India has been rightly described as a multistoreyed country where people can be seen living at the every possible stage of economic and technological development ranging from those who live by hunting and gathering to ones who rightly belong to the age of automation.

iv) Here is a country which ranks nineth in the industrialised countries of the world, stands third in technical manpower and yet is almost at the bottom in so far as the per capita income of its people is concerned.

v) This country with seventy per cent of its population illiterate and over half of its population living below the poverty line raises a sixty four million dollar question—can it solve its problems both social and economic, through democratic and persuasive means in keeping with human dignity ?

vi) One of the questions that should interest all is whether the intelli-

gentsia which forms the backbone of its polity and lends economic leadership at various levels can solve its population problem and if so how quickly.

Odd Attributes of the Population Problem

The following facts make the task of timely solving population problem much more difficult :

i) As many as seventy per cent of its total population is illiterate. The bulk of this illiterate population is in reproductive age group. It is the female illiteracy which is most pervasive and widespread. This most crucial sector of population is totally outside the reach of any system of formal education in the country.

ii) The most significant characteristic of folk demography of the Indian society which is traditional and mass-dominated is the universality of marriage with an avowed purpose of procreation.

iii) Seventy two per cent of the total population depends upon primary sector of economy and that this labour force is unorganized, totally lacking in socio-economic security and old age benefits. Under the circumstances children, particularly male issues become symbols of socio-economic security and old age benefits. The cost of bringing up children, particularly for those who belong to the primary sector of the economy is negligible. It thus serves as a powerful socio-economic disincentive to adopt small family norm as a normal way of life.

iv) Finally, the death rate is still high enough to dissuade people especially in the deprived sections of the society and those who live in the far flung rural or mofussil areas to take family planning kindly.

Delineation of the Problem

For effective handling of any problem it is necessary that it is properly delineated, looked at in its entirety and sharply focussed in its right perspective. The problem can be portrayed as follows :

i) Population in India is but a part and parcel of the universal phenomenon of our times commonly labelled as "population explosion".

ii) Sudden and abrupt emergence of this problem, as it may appear to be, should not have taken us unawares as the problem is essentially developmental in origin It only bears a testimony to our success

in bringing down the death rate fairly substantially as a natural corollary to the considerable expansion of our public health and medical services.

iii) The solution of the problem also lies in the continued and wider application of the science and technology to bringing down effectively the birth rate commensurate with the pace of the falling death rate. It is true that it is easier said than done.

iv) The natural urge for physical survival, fighting death, postponing it to the extent possible and extending thereby the span of life is both universal and eternal. It is as old as the total history of the mankind. Hence the science and technology have made universal strides in this area. On the other hand the need for controlling birth is of the recent origin and has not acquired universal character. The technology of birth control is also in its infancy.

v) Whereas the desire to control or postpone death is "instinctive" the conviction for controlling birth would be acquired and would depend upon imparting information, developing skills and changing outlook, values and attitudes towards life—all of which fall in the domain of education in the right sense of the term.

vi) Population problem can be best handled once we appreciate the multi-dimensional nature of the population phenomenon. Any attempt to tackle this problem will have to be comprehensive enough ensuring simultaneous attack on several fronts.

vii) Such an integrated approach will have to be spearheaded by 'education' carefully followed by well thought out other socio-economic inputs.

viii) Family planning programmes will have to be viewed as a social movement and an educational campaign whose major focus is family welfare. At the societal level it should represent an attempt to bring about a silent revolution in the outlook and value system of the masses the bulk of whom are illiterate and ignorant lacking in initiative, in self-direction and even in an urge to improve their material lot.

ix) The population problem in India is inseparably connected with poverty and a painfully slow pace of economic development. Perhaps no where else in the world the vicious circle is so marked as in India where poverty is at once both an instant cause and an effect of a high fertility rate.

x) Poverty which is invariably accompanied with ignorance, disease, lack of initiative, total disregard even for tomorrow—what to speak of future - and deeply ingrained fatalism leads to continued high

fertility rates. High fertility rates resulting into unabated rapid population growth inescapably result in further accentuation of poverty where the poor become poorer with passage of time widening further the gap between the rich and the poor, with all their socio-economic-politico implications and ramifications.

xi) In final analysis over a period of time, what is at stake is the entire social fabric and its basic tenets of human dignity and human equality as implied in the national goals of promoting democracy and socialism.

Strategies of Implementation – An Indian Experience

In the light of the nature, magnitude and urgency of the problem of population explosion as viewed by Indians themselves, it would be worthwhile to trace the major landmarks in the gradual evolution of population policies and programmes, the strategies adopted in implementing them and the change in emphasis, direction or thrusts that have taken place over the past quarter of century in this regard. From the present study, following land-marks emerge rather conspicuously :

i) Inspired by its hoary past, supported by a sense of pride in its cultural heritage as well as national destiny, piqued by the humiliations it suffered at the hands of foreign colonial powers, motivated by a strong urge to make up for the lost time and a desire to catch up with the so-called advanced countries of the world, India decided to opt for its national reconstruction. To realise this end as expeditiously as possible, it took a unanimous and momentous decision to follow the path of "planned development" based on the principle of mixed economy. In fact, true to its national genius, India was searching for combining or synthesizing the best from both the worlds namely the two democracies – political and economic – the values of human dignity and social justice.

ii) The acceptance of this broad framework of the planned development led to an early realisation of rapid population growth as a possible impediment in speedy economic growth which should have resulted into higher standard of living of the masses. This realisation being greater on the part of the government which was primarily responsible for planning and coordinating developmental efforts and activities both in public and private sectors of the economy, it was but natural that the Government of India should be the first in adopting a population policy as early as 1952.

iii) India was probably the first country to have a state family planning programme. To begin with, it was taken up mainly as one of the welfare activities in keeping with the philosophy of a welfare State which free India had accepted without any reservation. Obviously, the emphasis at this stage was on setting up family planning clinics alongwith primary health centres, in order to provide advice and services for those who sought them voluntarily.

iv) As the trend of rapid population growth became crystal clear; the governmental awareness to tackle this problem as an integral part of its planning for social and economic development was clearly manifested in taking up this programme more seriously and on a long term basis. The Government began to talk of 'stabilizing population growth over a period of time.' The Government thus moved a step further from just providing or multiplying health and family planning services to the task of developing communication and providing motivation among the people through the use of mass media and also by offering variety of incentives.

v) Government's concern was further reflected in its efforts to seek and encourage voluntary efforts and cooperation in this field, not excluding international assistance. An equally important dimension of the governmental effort was to promote and finance research both basic and applied in a wide area connected with human reproduction system, contraception and related technologies suited to its cultural constraints.

vi) Then came an emphasis on preventive and educative methods rather than mere curative ones in the forms such as medical termination of pregnancy, raising the age of marriage, population and family-life education and integrated package-deal encompassing general health, nutrition and maternity and child health care, minimum needs programmes and the like.

Analysis of India's Experience

The population problem and its possible solution as discussed so far highlights that it has two basic dimensions calling for a two-pronged attack—an attack at the individual or family level and another at the societal level.

At the Individual or Family Level :

i) In the final analysis, the degree of success depends upon the reproductive behaviour of the individuals or that of the eligible couples

in the reproductive age group. As such, 'the quick-results oriented approach' of the governmental strategy was to reach out to this group through its clinics and primary health centres etc. To begin with, it was an entirely voluntary affair depending upon the sweet will of the individuals concerned.

ii) The second phase of this strategy was the introduction of the incentives to the individuals who sought permanently to limit the size of their family through sterilization.

iii) With growing impatience on the part of the government then came the idea of introducing disincentives through the adoption of punitive measures such as stopping of increment, promotion, denying of social services, service benefits, government loans and other benefits, etc. Thus in a very subtle way the persuasive approach began to give way to coercive measures. Some of the State Governments formulated bills or enactments to introduce compulsory sterilisation after three children and sent these to the Union Government for concurrence.

At the Societal Level

i) With the growing realisation of the magnitude and urgency of the problem and its adverse repercussion on the pace of socio-economic development of the country as a whole, the inevitability of tackling the problem at the societal level gradually dawned on the Government. For this, it geared the mass-media at its disposal to create the necessary climate in favour of accepting a small family norm as a way of life.

ii) In view of the perennial nature of the problem and the need for tackling it on a long term basis, the government in collaboration with educational leaders in the country introduced population, health and family life education in schools and teacher education institutions in the country. This small and innocuous step on the part of the government as well as society did not mean any additional financial outlay on their part. But it stood in testimony of the great realisation on their part that population problem was much more complex than what it appeared to be at the first sight. It called for imparting systematic knowledge, studying various facets, determinants and consequences and inculcating new values and attitudes in the younger generation. It was felt that this enlightened awareness of the problem in all its seriousness would be found necessary to bring about the needed conviction

and courage for making decisions and taking action in taming their reproductive behaviour as they grow. This step was meant for ensuring motivation on a wide scale to fill up the wide and painful gap which existed between the provision or easy availability of family planning services and its actual use by those for whom they were meant.

iii) This gradual shift from curative to preventive measures then led to an increasing realisation of dealing with various socio-economic-politico aspects of the problem preferably in an integrated manner through the measures such as these :

a) provision of integrated package of services encompassing health, family planning, maternal and child health care including nutrition supplies.

b) raising of age of marriage and liberalization of the conditions under which termination of pregnancies on medical grounds could take place.

iv) Finally there came the realisation with growing force and conviction that the government could do a lot to accelerate the process by which the problem of population explosion can be abated and contained. If people can be persuaded and encouraged to take to contraceptives of various sorts and surgical operations to limit their family size, the government in addition to these and on its own can provide an equally effective social contraceptive through stepping up its efforts of socio-economic development of the people of society as a whole. This "social" or "developmental contraceptive" concept is clearly discernible from the following measures :

a) Eradication of illiteracy through non-formal education;

b) Raising the status of women in the family and society through measures such as :

—undifferentiated curriculum for boys and girls in schools
—modification of divorce laws to remove their tilt in favour of men
—equal wages for equal work
—equal inheritance rights for sons, daughters and widows
—special efforts to remove female illiteracy
—prohibition of dowry.

c) Upliftment of the scheduled castes and scheduled tribes

d) Initiation of national minimum needs programme

e) Acceleration of integrated rural development

The Future Course

Two issues emerge more prominently through the present case study :

1. Individual vis-a-vis voluntary efforts
2. Government vis-a-vis voluntary efforts

As regards the first issue, the controversy is not between the former or the latter nor as to which is the first. The solution is dovetailing one to the other. There is a need to have a two pronged attack simultaneously tackling the issue on both the fronts with equal vigour and ensuring sophisticated planning, perfect coordination or unison of action and built-in evaluation of performance drawing suitable lessons for more effective planning and speedy performance-based implementation. The concept of a dynamic model in which long-term perspective planning is periodically reviewed in terms of actual shortfalls may be found useful. *This idea of rolling plans within the framework of long-term perspective planning is likely to remove lacunae both in planning and implementation.* More emphasis on clinical methods of family planning would only lead to a situation where coercive methods would appear to be the only solution, however, camouflaged or sugar-coated they may appear to be. Nor is it entirely desirable to wait till the entire society attains a high standard of living. There is a reason to believe that all sections and the strata of the society accept or cherish certain values or norms irrespective of their social and economic stratification. There is a general tendency for the accepted norms of the upper and middle classes of the society to filter down to the lower class. Leadership provided by the educated and values propagated through the powerful media of the press, platform, stage, folk literature and arts, radio, films and television are bound to have the ultimate impact on even the uneducated and deprived sections of the society. This, however, can be greatly reinforced by removing real hurdles, hesitations, fears which are not entirely imaginary. A few of these could be named as illustrations :

i) Still discouragingly high mortality rate in general, infant and toddler mortality rates in particulars ;

ii) Malnutrition and under-nutrition as realities in life of bulk of the population;

iii) Illiteracy among the masses in general but among women and weaker sections of the society in particular which stands in the way of understanding the problem and giving up superstitions and old values obsolete for the times we are in;

iv) Extreme poverty and unemployment which makes all talk of tomorrow or planning for the future baseless. A minimum baseline

is a must for making sense of any talk of standard of living and quality of life and their improvement;

v) The most unhygienic conditions which prevail in slums and rural areas expose life of every person, young or old, to fatal risks of every sort; and

vi) Almost total lack of old age security benefits to the bulk of the people working in primary sector of economy which leads to the insistance on having male issues.

Ignoring such realities and concentrating on a tall talk of adopting a planned way of life, planning a family as a way of life would only smack of hypocracy if not cruelty and a slur on human dignity. Let us accept boldly the fact that high fertility rate is also the symptom and a function of poverty. Hence, while concentrating on extending more and more facilities for family planning as such the efforts on removing the basic causes of the malady should not be relegated. The efforts in the former domain would begin to bear fruit to the extent our "invisible inputs" in the area of social or developmental contraception help to accelerate the pace of socio-economic development.

It was indeed to the credit of the Government of India that it was the first to adopt an official population policy and a massive state programme of family planning as back as early fifties. This went a long way in providing family planning services in a big way widely scattered all over the country. The services besides being free and readily available for the asking helped to create a social climate in the country in favour of a small family norm.

Preparation and launching of every five year plan provided an opportunity for an appraisal of family planning and education policies, programmes and their implementation in terms of performance. The institution of Planning Commission also helped for coordinating efforts of various governmental agencies and departments. From plan to plan, coordination became more and more essential and meaningful. As the family planning programme in the country was always the part of the Centrally sponsored schemes for which funds were provided almost exclusively by the Central Government, the coordination between the Central and the State level was also ensured by the Planning Commission and the Union Ministry of Health and Family Planning.

This plus point in favour of a sustained and well coordinated effort on the part of the government had also the seeds of its weakness. The governmental efforts in all aspects of this programme from planning and funding the entire programme, conducting medical and social research,

the development of allied technologies, to the evaluation of performance provided all the attributes of a monolithic structure in which even the centres of higher education and research not excluding voluntary agencies – local, regional, national and even international came to play only a second fiddle.

Over a period of time, the people particularly the intelligentsia and even the social workers gave themselves to understand that it was essentially a State programme and its success or failure depended exclusively on the performance of the governmental effort. It is true that besides the governmental machinery largely composed of the civil servants, there came in existence an army of motivators who brought cases for sterilization. It can be argued that this was evidently a conscious attempt to involve voluntary effort. But by no stretch of imagination can this contention be really accepted as such. Since these motivators were paid a specific amount per case, they really turned out to be the part-time agents or beneficiaries of the governmental scheme in which the monetary considerations had supplanted any social service motive.

The replacement of a service motive by monetary benefits followed by political rewards succeded to turn the entire programme and movement into an estate, an empire and a reserve of the bureaucracy which in times of emergency when the press was completely gagged, danced in tune with the political party in power.

The most unfortunate part of the whole thing was that the provision of individual incentives and disincentives, group incentives and above all developmental incentives as envisaged in the new national population policy proved to be the last straw on the bureaucratic camel's back reducing the whole programme to a shameful farce throwing away the basic human decencies – and all in the name of promoting human dignity and improving the quality of life.

The lessons of the bitter experience are clear. That all family planning programm es should be spearheaded by the people and their voluntary effort through the voluntary agencies inspired by the spirit of service. This voluntary effort should be followed up and supported by governmental services. Every care should be taken to see that the movement is kept away from its bureaucratization and the last but not the least that the movement should be kept entirely above politics. At every level, peoples' committees representing various sections of the community and all shades of views and opinions should be formed to promote programmes and watch their functioning as well as performance.

The depoliticization of the movement can also be accelerated through greater emphasis on an integrated approach by incorporating components

of public health, medical care, maternity and child health care, nutrition supplies on the one hand and promoting socio-economic development through the basic measures such as promotion of education and raising the status of women and doing away with deprivations of the weaker sections of the society so that they develop an urge to lead a better life for themselves and their children.

Fortunately, both population and education policies have become complementary and supplementary to each other in course of time. Thus greater cooperation and collaboration between the two is on the cards.

Immediately on assuming the office, the new government has resolved to accord highest priority to programmes of universalisation of literacy and extending comprehensive family welfare programme which includes protection and promotion of health of mothers and children. In the field of education, adult literacy programme which hitherto received a lukewarmly attention, is being vitalized.

Population education in schools has also been recommended for its strengthening. The new population policy declares that "it will be wrong to leave family welfare programme only to the Ministry of Health and Family Welfare in the Centre and their counterparts in the State. It is essential that all Ministries and Departments of the Government of India and States give due importance to this programme and work for its furtherance." The policy finally recommends that suitable machinery for ensuring coordination with other connected programmes of welfare may be set up in the States. A copy of the policy statement is appended as Appendix : E.

Thus India is on the move with a promise of a new renaissance in the making.

APPENDICES

APPENDIX A

A Statement of National Population Policy by Dr. Karan Singh, formerly Minister of Health and Family Welfare announced on the 16th April, 1976

With 2.4 per cent of the world's land area, India has about 15 per cent of the world's people. It is estimated that our population as on Ist January, 1976 has crossed the 600 million mark, and is now rising at the rate of well over one million per month. Since Independence 250 millions have been added, equivalent to the entire population of the Soviet Union with six times the land area of India. The increase every year is now equal to the entire population of Australia which is 2-1/2 times the size of our country. If the present rate of increase continues unchecked our population at the turn of the century may well reach the staggering figure of one billion. Indisputably we are facing a population explosion of crisis dimensions which has largely diluted the fruits of the remarkable economic progress that we have made over the last two decades. If the future of the nation is to be secured, and the goal of removing poverty to be attained, the population problem will have to be treated as a top national priority and commitment.

2. Our real enemy is poverty, and it is as a frontal assault on the citadels of poverty that the Fifth Five-Year Plan has included the Minimum Needs Programme. One of its five items is integrated package of health, family planning and nutrition. Far reaching steps have been initiated to reorient the thrust of medical education so as to strengthen the community medicine and rural health aspects, and to restructure the health care delivery system on a three-tier basis going down to the most far-flung rural areas where the majority of our people reside and where child mortality and morbidity are the highest. Similarly, ignorance, illiteracy and supersition have got to be fought and eliminated. In the ultimate analysis it is only when the underlying causes of poverty and disease are elimininated that the nation will be able to move forward to its desired ideals.

3. Nonetheless it is clear that simply to wait for education and economic development to bring about a drop in fertility is not a practical solution. The very increase in population makes economic development slow and

more difficult of achievement. The time factor is so pressing, and the population growth so formidable, that we have to get out of the vicious circle through a direct assault upon this problem as a national commitment. The President in his address to the Joint Session of Parliament this year reiterated the importance of stepping up family Planning efforts, and the Prime Minister has on several occasions laid stress upon the crucial role that population control has to play in the movement towards economic independence and social transformation, specially in the light of the 20-Point Economic Programme.

4. Considerable work has been done in our country in the field of family planning, but clearly only the fringe of the problem has so far been touched. In this context, after a thorough and careful consideration of all the factors involved as well as the expression of a wide spectrum of public opinion, Government have decided on a series of fundamental measures detailed below which, it is hoped, will enable us to achieve the planned target of reducing the birth rate from an estimated 35 per thousand in the beginning of the Fifth Plan to 25 per thousand at the end of the Sixth. Allowing for the steady decline in the death rate that will continue due to the improvement in our medical and public health services and the living standards of our people, this is expected to bring down the growth rate of population in our country to 1.4 per cent by 1984.

5. Raising the age of marriage will not only have a demonstrable demographic impact, but will also lead to more responsible parenthood and help to safeguard the health of the mother and the child. It is well known that very early pregnancy leads to higher maternal and infant mortality. Also, if the women of our country are to play their rightful role in its economic, social and intellectual life, the practice of early marriage will have to be severely discouraged The present law has not been effectively or uniformly enforced. It has, therefore, been decided that the minimum age of marriage should be raised to 18 for girls and 21 for boys, and suitable legislation to this effect will be passed. Offences under this law will be cognizable by an officer not below the rank of a Sub-Divisional Magistrate, The question of making registration of marriages compulsory is under active consideration.

6. It has been represented by some States that while on the one hand we are urging them to limit their population, those States which do well in this field face reduction of representation in Parliament while those with weak performance in family planning tend to get increasing representation. It is obviously necessary to remedy this situation. It has, therefore, been decided that the representation in the Lok Sabha and

the State Legislatures will be frozen on the basis of the 1971 census until the year 2001. This means in effect that the census counts of 1981 and 1991 will not be considered for purposes of adjustment of Lok Sabha Legislature seats. Necessary constitutional amendment will be brought forward during the current year. Appropriate legislation for other elective bodies will also be undertaken.

7. In a federal system, the sharing of Central resources with the States is a matter of considerable importance. In all cases where population is a factor, as in the allocation of Central assistance to State Plans, devolution of taxes and duties and grants-in-aid, the population figures of 1971 will continue to be followed till the year 2001. In the matter of Central assistance to State Plans, eight per cent will be specifically earmarked against performance in family planning. The detailed procedures in this regard will be worked out by the Planning Commission.

8. While there is a direct correlation between illiteracy and fertility, this is particularly marked in the case of girls' education. Wherever female literacy improves, it has been seen that fertility drops almost automatically. It is, therefore, necessary that special measures be taken to raise the levels of female education, particularly above the middle level for girls as well as non-formal education plans for young women especially in certain backward States where the family planning performance so far has been unimpressive. The same is true with regard to child nutrition programmes, as high infant mortality and morbidity have a direct impact on fertility. The Ministry of Education is urging upon the State Governments the necessity to give those matters higher priority than has been accorded so far and fully earmarking adequate outlays both for girls education upto the middle level and child nutrition.

9. My Ministry is also in close touch with the Education Ministry with regard to the introduction of population values in the educational system, and the NCERT has already made a beginning in bringing out some text books on these lines. It is essential that the younger generations should grow up with an adequate awareness of the population problem and a realization of their national responsibilty in this regard. Indeed, if I may venture to say so, exhortations to plan families are more important for the younger generations than for those who have already made their contribution to our demorgraphic profile.

10. The adoption of a small family norm is too important a matter to be considered the responsibility of only one Ministry. It is essential that all Ministries and Departments of the Government of India as well as the States should take up as an integral part of their normal programme and budgets the motivation of citizens to adopt responsible reproductive

behaviour both in their own as well as the national interest. A directive to this effect is being issued by the Prime Minister to all Ministries of the Government of India; and a letter will also be addressed by her to all Chief Ministers. The performance of family planning in the States will be more carefully and intensively monitored than in the past, and the Union Cabinet will review the situation in depth at least once a year.

11. Experience over the last 20 years has shown that monetary compensation does have a significant impact upon the acceptance of family planning, particularly among the poorer sections of society. In view of the desirability of limiting the family size to two or three it has been decided that monetary compensation for sterilization (both male and female) will be raised to Rs. 150/—if performed with two living children or less, Rs. 100/— if performed with three living children and Rs. 70/—if performed with four or more children. These amounts will include the money payable to individual acceptors as well as other charges such as drugs and dressings, etc., and will take effect from Ist May, 1976. Facilities for sterilization and MTP are being increasingly extended to cover rural areas.

12. In addition to individual compensation, Government is of the view that group incentives should now be introduced in a bold and imaginative manner so as to make family planning a mass movement with greater community involvement. It has, therefore, been decided that suitable group incentives will be introduced for the medical profession, for Zila and Panchayat Samitis, for teachers at various levels, for cooperative societies and for labour in the organized sector through their respective representative national organizations. Details of these group incentives are being worked out in consultation with the concerned organizations.

13. Despite governmental efforts at Union, State and Municipal level, family planning cannot succeed unless voluntary organizations are drawn into its promotion in an increasing measure, particularly youth and women's organizations. There is already a scheme for aiding voluntary organizations, and it has been decided that this will be expanded. Also, full rebate will be allowed in the income tax assessment for amounts given as donations for family planning purposes to Government, local bodies or any registered voluntary organization approved for this purpose by the Union Ministry of Health.

14. Research in reproductive biology and contraception is under way in several of our scientific institutions, and there are some very promising developments which, we hope, will lead to a major breakthrough before too long. This is a great challenge to our scientists, and efforts in this direction will receive special attention so that necessary research inputs are ensured on a long range and continuing basis.

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15. The question of compulsory sterilization has been the subject of lively public debate over the last few months. It is clear that public opinion is now ready to accept much more stringent measures for family planning than before. However, the administrative and medical infrastructure in many parts of the country is still not adequate to cope with the vast implications of nation-wide compulsory sterilization. We do not, therefore, intend to bring in Central legislation for this purpose, at least for the time being. Some States feel that the facilities available with them are adequate to meet the requirements of compulsory sterilization. We are of the view that where a State legislature, in the exercise of its own powers, decides that the time is ripe and it is necessary to pass legislation for compulsory sterilization, it may do so. Our advice to the States in such cases will be to bring in the limitation after three children, and to make it uniformly applicable to all Indian citizens resident in that State without distinction of caste, creed or community.

16. Some States have also introduced a series of measures directed towards their employees and other citizens in the matter of preferential allotment of houses, loans, etc. for those who have accepted family planning. In this sphere also we have decided to leave it to each individual State to introduce such measures as they consider necessary and desirable. Employees of the Union Government will be expected to adopt the small family norm and necessary changes will be made in their service/conduct rules to ensure this.

17. In order to spread the message of family planning throughout the nation, a new multi-media motivational strategy is being evolved which will utilize all the available media channels including the radio, television (specially programmes aimed directly at rural audiences), the press, films, visual displays and also include traditional folk media such as the jatra, puppet shows, folk songs and folk dances. The attempt is to move from the somewhat urban-elitist approaches of the past into a much more imaginative and vigorous rural-oriented approach. In this context my Ministry is working in close co-ordination with the Ministry of Information and Broadcasting, and is also trying to draw the best media talent available in the country into the structuring of the new programme.

18. This package of measures will succeed in its objective only if it receives the full and active co-operation of the people at large. It is my sincere hope that the entire nation will strongly endorse the new population policy which, as part of a multi-faceted strategy for economic development and social emancipation, is directed towards building a strong and prosperous India in the years and decades to come.

APPENDIX B

Excerpts from Recommendations of Education Commission (1964-66)

Education : Importance, Role and Goals

The destiny of India is now being shaped in her classrooms. This, we believe, is no more rhetoric. In a world based on science and technology, it is education that determines the level of prosperity, welfare and security of the people.

x x x

Education, science-based and in coherence with Indian culture and values, can alone provide the foundation—as also the instrument for the nation's progress, security and welfare.

x x x

Indian education needs a drastic reconstruction, almost a revolution. We need to bring about major improvement in the effectiveness of primary education ; to introduce work-experience as an integral element of general education ; to vocationalise secondary education ; to improve the quality of teachers at all levels and to provide teachers in sufficient strength ; to liquidate illiteracy. .. All this calls for a determined and large-scale action. Tinkering with the existing situation, and moving forward with faltering steps and lack of faith can make things worse than before.

x x x

The single most important thing needed now is to get out of the regidity of the present system. In the rapidly changing world of today, one thing is certain : yesterday's educational system will not meet todays, and even less so, the need of tomorrow.

x x x

Obviously, the soiution of these problems makes large demands on the Indian people of this generation – we need a clear focus, deeper understanding, collective discipline, hard and sustained work and dedicated leadership.

x x x

This direct link between education, national development and prosperity which we have emphasized and in which we deeply believe, exists only when the national system of education is properly organized, from both qualitative and quantitative points of view.

x x x

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The national system of education is the only instrument that can reach all the people. It is not, however, a magic word... Anyhow, if 'change' on a grand scale is to be achieved without violent revolution, there is one instrument, and one instrument only, that can be used: EDUCATION. Other agencies may help, and can indeed sometimes have a more apparent impact.

x x x

In fact, a revolution in education is needed which will set in motion the much desired social, economic and cultural revolution.

x x x

In our opinion, therefore, no reform is more important or more urgent than to transform education, to endeavour to relate it to the life, needs and aspirations of the people and thereby make it a powerful instrument of social, economic and cultural transformation necessary for the realization of our national goals.

x x x

Education is no longer taken as concerned primarily with the imparting of knowledge or the preparation of a finished product, but with the awakening of curiosity, the development of proper interests, attitudes and values and the building up of such essential skills as independent study and the capacity to think and judge for oneself without which it is not possible to become a responsible member of a democratic society.

x x x

Structure

We visualize a flexible educational structure covering :

- a pre-school stage of one to three years ;
- a primary stage of seven or eight years divided into two sub-stages—a lower primary stage of four or five years and a higher primary stage of three years ;
- a lower secondary or high school stage of three or two years general education or of one to three years in vocational education ;
- a higher secondary stage of two years of general education or one to three years of vocational education ; and
- a higher education stage having a course of three years or more for the first degree and followed by courses for the second or research degrees of varying durations.

Regional imbalances

The development of educational facilities in the different parts of the country has been very uneven and one of the important objectives of edu-

cational policy should be to strive to reduce the existing imbalances to the minimum.

Imbalances in educational development in the districts. The differences at the district level are much greater than these at the State level. Some of the most striking conclusions that emerged from our study in this regard are given below :

1. *Lower primary stage* (*Classes I-V*) : At the lower primary stage, the target to be reached is an enrolment of 142 per thousand (at 110 per cent of the total population in the age group 6-10). As against this, there is wide spectrum of achievement. At the State level, in case of enrolment it ranges from 55 in Rajasthan to 140 in Kerala while in the case of the girls it ranges from 23 in Rajasthan to 130 in Kerala. The mean enrolment of all children for all States was 74 with a standard deviation of 24.6. The mean for girls was 46.7 with a standard deviation of 23.8. The variations between districts are even larger – from 21 in Barmer (Rajasthan) to 158 in Quilon (Kerala) for total enrolment and from 5 in Barmer to 151 in Quilon for girls.

2. *Higher Primary Stage* (*Classes VI-VIII*) : At the higher primary stage, the picture is similar, although the task that remains to be done is far greater. At the State level, the highest total enrolment was 41 per thousand in Kerala and lowest – 5 per thousand – in Orissa. In respect of girls, the highest enrolment was 35 per thousand, again in Kerala, while it was lowest – 1 per thousand – in Orissa, 2 per thousand in Bihar and 3 per thousand in Madhya Pradesh, Rajasthan and Uttar Pradesh. The mean and standard deviations for all States were 13.7 and 8.3 in the case of all children and 6.7 and 7.3 in case of girls.

3. *Secondary Educational Stage* (*Classes IX-XI*) : Kerala again stands first with an enrolment of 11 per thousand of population for total enrolment and 8 per thousand of population for girls, while Orissa stands last with an enrolment of 2 per thousand for all children and a negligible enrolment for girls. The mean enrolment for all States was 6.29 for total and that for girls was 2.21.

4. *Educational Expenditure* (*Direct*) : With regard total direct expenditure per capita, Kerala spends highest (Rs. 11.2) and Orissa lowest (Rs. 2.8). There are 17 districts which spend less than Rs. 2.00 and 25 districts which spend more than Rs. 10 00 per head of population.

The programmes for the reduction of regional imbalances in educational development will have to be pursued side by side with the wider pro-

grammes for removing imbalances in the socio-economic development. The problem is complex and difficult ; and its solution will have to be spread over a number of years.

x x x

Education of Girls

Education of women is even of greater importance than that of men. As stated earlier, the education of women can assist greatly in reduction of fertility rate. In the modern world, the role of the women goes much beyond the home and the bringing up of children. She is now adopting a career of her own and sharing equally with man, the responsibility for the development of society in all its aspects. This is the direction in which we shall have to move. In the struggle for freedom, Indian women fought side by side with men. This equal partnership will have to continue in the fight against hunger, poverty, ignorance and ill-health.

x x x

In our opinion, the strategy for development of the education of girls and women will have to take two forms. The first is to emphasize the 'special' programmes recommended by the National Committee on Women's Education, and the second is to give attention to the education of girls at all stages and in all sectors as an integral part of the general programmes for the expansion and improvement of education.

x x x

Education of Backward Classes

The education of the backward classes in general and of the tribal people in particular is a major programme of equalization and of social and national integration. No expenditure is too great for the purpose.

x x x

In view of the immense difficulties involved such as lack of adequate resources, tremendous increase in population, resistances to the education of girls, large number of children of the backward classes, general poverty of the people and the illiteracy and apathy of parents, it was not possible to make adequate progress in primary education, and the Constitutional Directive has remained unfulfilled. There has, therefore, been an insistent demand that Government should fix an early deadline for its fulfilment and prepare a concrete programme of action for the purpose. We are in sympathy with this demand and we believe that the provision of free and universal education for every child is an educational objective of the highest priority, not only on grounds of social justice and democracy, but also for raising the competence of the average worker and for increasing national productivity.

Essentials of Curricular Development

The existing curriculum places a premium on bookish knowledge and rote learning, makes inadequate provision for practical activities and experiences, and is dominated by examinations, external and internal. Moreover, as the development of useful skills and the inculcation of the right kind interests, attitudes and values are not given sufficient emphasis, the curriculum becomes not only out of step with modern knowledge, but also out of tune with the life of the people. *There is thus urgent need to raise, upgrade and improve the school curriculum.*

x x x

Position of Languages

Three language formula : The Central Advisory Board of Education in 1956 examined at length the complex problem of the teaching of the languages in relation to the needs of the country and requirements of the Constitution. It devised a formula known as the "Three-Language Formula" which was somewhat simplified and approved by the Conference of Chief Ministers held in 1961... In effect, the formula established equality with regard to the study of languages between the Hindi and the non-Hindi areas by recommending that, as against the third language, Hindi, which pupils in the non-Hindi areas have to learn, another Indian language (besides Hindi and English) should be studied by pupils in the Hindi areas.

x x x

Difficulties in implementing the formula : In practice, the implementation of the three-language formula has led to several difficulties and it has not been very successful..... The time has now come for a review of the entire situation, and the formulation of a new policy with regard to language study at the school stage, particularly in view of the fact that English has been recognized as an associate official language of the Indian Union for an indefinite period.

x x x

Educational Planning and Policy

In the complex process of educational planning and implementation, the State Government occupy a central and key position. They have to accept for instance, full responsibility for all school education, but it is advantageous for them to discharge it in collaboration with local authorities. The day-to-day administration of schools, which should be as close to the local communities as possible, may preferably be delegated with adequate resources, to duly constituted local authorities at the district

level. In higher education, on the other hand, they will have to share the responsibilities with the universities, the University Grants Commission and the Government of India, in other words,

—school education is prominently a local-state partnership; and

—higher education is a Centre-State partnership.

In our opinion, it is this basic principle that should guide the evolution of that delicate balance between centralisation and decentralisation which our planning needs.

Educational Expenditure

It has been suggested that in early stages of educational development the rate of growth of educational expenditure ought to be approximately twice the rate of growth of national income. In our exercise, however, we have postulated a relatively more modest annual rate of growth of 10 per cent of educational expenditure relative to the assumed rate of growth of 6 per cent in national income. It should thus be possible to implement the schemes of educational expenditure as postulated levels even in the face of shortfalls in the rate of growth of national income. It would have to be added that basis of such projections is the expected pattern of individual and collective consumption behaviour as incomes increase, combined with the educational effort needed for sustaining higher levels of economic activity.

x x x

If education is to develop adequately, educational expenditure in the next 20 years should rise from Rs. 12 per capita in 1965-66 to Rs. 54 in 1985-86 (at constant prices). This implies that educational expenditure, which increased from Rs. 1,144 millions in 1950-51 to Rs. 6,000 millions in 1965-66, will further rise to Rs. 40,364 millions in 1985-86, and that the proportion of GNP allocated to education rise from 2.9 per cent in 1965-66 to 6.0 per cent in 1985-86.

x x x

Need for a Wider Perspective and Vigorous Implementation

The basic problems of development can be solved only against a wider perspective. From this point of view, *it is necessary to formulate and implement integrated plans which will have three objectives : (1) to reduce the birth-rate by about half; (2) to bring about an expansion of employment; and (3) to provide such education as will qualify young people for*

specific jobs. Such integrated plans are needed at the national State and district levels.

The development of education in the post-independence period leaves much to be desired; and as the Government Resolution appointing this Commission has pointed out, *'a wide and distressing gulf continues to persist between thought and action and programmes concerning the quality of education, even when these were well-conceived and generally agreed to, could not be implemented satisfactorily. It is this aspect of the problem that should be our major concern.*

We would like to emphasize that there is no place for half-hearted policies in the days ahead. The economic prosperity of the country, the social and national cohesion of its life, the level of its cultural and spiritual development, its place in the comity of nations and its contribution to the life of Man—all these depend upon the quality of men and women we have; and this in its turn, depends essentially upon the education we provide. *Educational reconstruction is thus crucial for our furture and extremely urgent (it has to be completed within the life-span of a generation at the most.)* It is also unusually difficult because it has to be accomplished with comparatively meagre resources in terms of men, materials and money. In spite of these difficulties, it has to be taken up in all earnest immediately and pursued intensively. *We stand at a critical cross-roads of history where the choice is between education and disaster.*

x x x

We have emphasized that education and national reconstruction are intimately interrelated and that perhaps the most effective way of breaking the vicious circle in which we find ourselves at present is to begin educational reconstruction in a big way. We would, however, like to point out that it will not be possible to make much headway in education unless the basic problems of life are also squarely faced and resolutely tackled. This stresses the interlinking of education and national development.

APPENDIX C

National Policy on Education

Education has always been accorded an honoured place in Indian society. The great leaders of the Indian freedom movement realised the fundamental role of education and throughout the nation's struggle for independence, stressed its unique significance for national development. Gandhiji formulated the scheme of basic education seeking to harmonize intellectual and manual work. This was a great step forward in making education directly relevant to the life of the people. Many other national leaders likewise made important contributions to national education before independence.

2. In the post-independence period, a major concern of the Government of India and of the States has been to give increasing attention to education as a factor vital to national progress and security. Problems of educational reconstruction were reviewed by several commissions and committees, notably the University Education Commission (1948-49) and the Secondary Education Commission (1952-53). Some steps to implement the recommendations of these Commissions were taken; and with the passing of the Resolution on Scientific Policy under the leadership of Jawaharlal Nehru, the development of science, technology and scientific research received special emphasis. Towards the end of the third Five Year Plan a need was felt to hold a comprehensive review of the educational system with a view to initiating a fresh and more determined effort at educational reconstruction; and the Education Commission (1964-66) was appointed to advise Government on "the national pattern of education and on the general principles and policies for the development of education at all stages and in all aspects." The Report of the Education Commission has since been widely discussed and commented upon. Government is happy to note that a general consensus on the national policy on education has emerged in the course of these discussions.

3. The Government of India is convinced that a radical reconstruction of education on the broad lines recommended by the Education Commission is essential for economic and cultural development of the country, for national integration and for realising the ideal of a socialistic pattern

of society. This will involve a transformation of the system to relate it more closely to the life of the people; a continuous effort to expand educational opportunity: a sustained and intensive effort to raise the quality of education at all stages; an emphasis on the development of science and technology; and the cultivation of moral and social values. The educational system must produce young men and women of character and ability committed to national service and development. Only then will education be able to play its vital role in promoting national progress, creating a sense of common citizenship and culture, and strengthening national integration. This is necessary if the country is to attain its rightful place in the comity of nations in conformity with its great cultural heritage and its unique potentialities.

4. The Government of India accordingly resolves to promote the development of education in the country in accordance with the following principles:

(1) Free and Compulsory Education: Strenuous efforts should be made for the early fulfilment of the Directive Principle under Article 45 of the Constitution seeking to provide free and compulsory education for all children up to the age of 14. Suitable programmes should be developed to reduce the prevailing wastage and stagnation in schools and to ensure that every child who is enrolled in school successfully completes the prescribed course.

(2) Status, Emoluments and Education of Teachers: (a) Of all the factors which determine the quality of education and its contribution to national development, the teacher is undoubtedly the most important. It is on his personal qualities and character, his educational qualifications and professional competence that the success of all educational endeavour must ultimately depend. Teachers must, therefore, be accorded an honoured place in society. Their emoluments and other service conditions should be adequate and satisfactory having regard to their qualifications and responsibilities.

(b) The academic freedom of teachers to pursue and publish independent studies and researches and to speak and write about significant national and international issues should be protected.

(c) Teacher education, particularly in-service education, should receive due emphasis.

(3) Development of Languages: (a) *Regional Languages*: The energetic development of Indian languages and literature is a *sine que non* for educational and cultural development. Unless this is done, the creative energies of the people will not be released, standards of education

will not improve, knowledge will not spread to the people, and the gulf between the intelligentsia and the masses will remain if not widen further. The regional languages are already in use as media of education at the primay and secondary stages. Urgent steps should now be taken to adopt them as media of education at the university stage

(b) *Three-Language Formula*: At the secondary stage, the State Government should adopt, and vigorously implement, the three-language formula which includes the study of a modern Indian language; preferably one of the southern languages, apart from Hindi and English in the Hindi-speaking States, and of Hindi along with the regional language and English in the non-Hindi speaking States. Suitable courses in Hindi and/or English should also be available in universities and colleges with a view to improving the proficiency of students in these languages up to the prescribed university standards.

(c) *Hindi*: Every effort should be made to promote the development of Hindi. In developing Hindi as the link language, due care should be taken to ensure that it will serve, as provided for in Article 351 of the Constitution, as a medium of expression for all the elements of the composite culture of India. The establishment, in non-Hindi States, of colleges and other institutions of higher education which use Hindi as the medium of education should be encouraged.

(d) *Sanskrit* : Considering the special importance of Sanskrit to the growth and development of Indian languages and its unique contribution to the cultural unity of the country, facilities for its teaching at the school and university stages should be offered on a more liberal scale. Development of new methods of teaching the language should be encouraged, and the possibility explored of including the study of Sanskrit in those courses (such as modern Indian languages, ancient Indian history, Indology and Indian philosophy) at the first and second degree stages, where such knowledge is useful.

(e) *International Languages* : Special emphasis needs to be laid on the study of English and other international languages. World knowledge is growing at a tremendous pace, especially in science and technology. India must not only keep up this growth but should also make her own significant contribution to it. For this purpose, study of English deserves to be specially strengthened.

(4) Equalisation of Educational Opportunity : Strenuous efforts should be made to equalise educational opportunity.

(a) Regional imbalances in the provision of educational facilities should be corrected and good educational facilities should be provided in rural and other backward areas.

(b) To promote social cohesion and national integration the Common School System as recommended by the Education Commission should be adopted. Efforts should be made to improve the standard of education in general schools. All special schools like Public Schools should be required to admit students on the basis of merit and also to provide a prescribed proportion of free-studentships to prevent segregation of social classes. This will not, however, affect the rights of minorities under Article 30 of the Constitution.

(c) The education of girls should receive emphasis, not only on grounds of social justice, but also because it accelerates social transformation.

(d) More intensive efforts are needed to develop education among the backward classes and especially among the tribal people.

(e) Educational facilities for the physically and mentally handicapped children should be expanded and attempts should be made to develop integrated programmes enabling the handicapped children to study in regular schools.

(5) Identification of Talent : For the cultivation of excellence, it is necessary that talent in diverse fields should be identified at as early an age as possible, and every stimulus and opportunity given for its full development.

(6) Work-Experience and National Service : The school and the community should be brought closer through suitable programmes of mutual service and support. Work-experience and national service including participation in meaningful and challenging programmes of community service and national reconstruction should accordingly become an integral part of education. Emphasis in these programmes should be on self-help, character formation and on developing a sense of social commitment.

(7) Science Education and Research : With a view to accelerating the growth of the national economy, science education and research should receive high priority. Science and mathematics should be an integral part of general education till the end of the school stage.

(8) Education for Agriculture and Industry : Special emphasis should be placed on the development of education for agriculture and industry.

(a) There should be at least one agricultural university in every State. These should as far as possible, be single campus universities; but where necessary, they may have constituent colleges on different campuses. Other universities may also be assisted, where the necessary potential

exists, to develop strong departments for the study of one or more aspects of agriculture.

(b) In technical education, practical training in industry should form an integral part of such education. Technical education and research should be related closely to industry, encouraging the flow of personnel both ways and providing for continuous cooperation in the provision, design and periodical review of training programmes and facilities.

(c) There should be a continuous review of the agricultural, industrial and other technical manpower needs of the country and efforts should be made continuously to maintain a proper balance between the output of the educational institutions and employment opportunities.

(9) **Production of Books** : The quality of books should be improved by attracting the best writing talent through a liberal policy of incentives and remuneration. Immediate steps should be taken for the production of high quality text-books for schools and universities. Frequent changes of text-books should be avoided and their prices should be low enough for students of ordinary means to buy them.

The possibility of establishing autonomous book corporations on commercial lines should be examined and efforts should be made to have a few basic textbooks common throughout the country. Special attention should be given to books for children and to university level books in regional languages.

(10) **Examinations** : A major goal of examination reforms should be to improve the reliability and validity of examinations and to make evaluation a continuous process aimed at helping the student to improve his level of achievement rather than at 'certifying' the quality of his performance at a given moment of time.

(11) **Secondary Education** : (a) Education opportunity at the secondary (and higher) level is a major instrument of social change and transformation. Facilities for Secondary education should accordingly be extended expeditiously to areas and classes which have been denied these in the past.

(b) There is need to increase facilities for technical and vocational education at this stage. Provision of facilities for secondary and vocational education should conform broadly to requirements of the developing economy and real employment opportunities. Such linkage is necessary to make technical and vocational education at the secondary stage effectively terminal. Facilities for technical and vocational education should be suitably diversified to cover a large number of fields such as agricul-

ture, industry, trade and commerce, medicine and public health, home management, arts and crafts, secretarial training etc.

(12) University Education : (a) The number of whole-time students to be admitted to a college or university department should be determined with reference to the laboratory, library and other facilities and to the strength of the staff.

(b) Considerable care is needed in establishing new universities. These should be started only after an adequate provision of funds has been made for the purpose and due care has been taken to ensure proper standards.

(c) Special attention should be given to the organisation of postgraduate courses and to the improvement of standards of training and research at this level.

(d) Centres of advanced study should be strengthened and a small number of 'clusters of centres' aiming at the highest possible standards in research and training should be established.

(e) There is need to give increased support to research in universities generally. The institutions for research should, as far as possible, function within the fold of universities or in intimate association with them.

(13) Part-time Education and Correspondence Courses : Part-time education and correspondence courses should be developed on a large scale at the university stage. Such facilities should also be developed for secondary school students, for teachers and for agricultural, industrial and other workers. Education through part-time and correspondence courses should be given the same status as full-time education. Such facilities will smoothen transition from school to work, promote the cause of education and provide opportunities to the large number of people who have the desire to educate themselves further but cannot do so on a full-time basis.

(14) Spread of Literacy and Adult Education : (a) The liquidation of mass illiteracy is necessary not only for promoting participation in the working of democratic institutions and for accelerating programmes of production, especially in agriculture, but for quickening the tempo of national development in general. Employees in large commercial, industrial and other concerns should be made functionally literate as early as possible. A lead in this direction should come from the industrial undertakings in the public sector. Teachers and students should be actively involved in organising literacy campaigns, especially as part of the Social and National Service Programme.

(b) Special emphasis should be given to the education of young practising farmers and to the training of youth for self employment.

(15) Games and Sports: Games and sports should be developed on a large scale with the object of improving the physical fitness and sportsmanship of the average student as well as of those who excel in this department. Where playing field and other facilities for developing a nation-wide programme of physical education do not exist, these should be provided on a priority basis.

(16) Education of Minorities: Every effort should be made not only to protect the rights of minorities but to promote their educutional interests as suggested in the statement issued by Conference of the Chief Ministers of States and Central Ministers held in August, 1961.

(17) The Educational Structure : It will be advantageous to have a broadly uniform educational structure in all parts of the country. The ultimate objective should be to adopt the 10+2+3 pattern, the higher secondary stage of two years being located in schools, colleges or both according to local conditions.

5. The reconstruction of education on the lines indicated above will need additional outlay. The aim should be gradually to increase the investment in education so as to reach a level of expenditure of 6 per cent of the national income as early as possible.

6. The Government of India recognizes that reconstruction of education is no easy task Not only are the resources scarce but the problems are exceedingly complex. Considering the key role which education, science and research play in developing the material and human resources of the country, the Government of India will, in addition to undertaking programmes in the Central sector, assist the State Governments for the development of programmes of national importance where coordinated action on the part of the States and the Centre is called for.

7. The Government of India will also review, every five years the progress made and recommend guideline for future development.

APPENDIX D

Reference Tables and their Highlights

Data-Sheet of Demographic Situation—1971

Land area	: 3.29 million square k.m.
Total population	: 548 million
Males	: 284 million
Females	: 264 million
Density	: 178 persons per square k.m.
Birth rate (per thousand)	: 38-39*
Death rate (per thousand)	: 16-17*
Growth rate (1961-71)	: 22.0 – 24.80*
Annual growth rate	: 2.2 per cent
Life expectancy	
Males	: 46.5 years
Females	: 44 7 years
Young population (in age group 0-14)	: 42 per cent
Scheduled Caste population	: 80 million
Per cent Scheduled Castes population	: 14.60
Scheduled Tribes Population	: 40 million
Per cent Scheduled Tribes population	: 6.94
Urban population	: 109 million
Per cent urban population	: 19.9
Rural population	: 439 million
Per cent rural population	: 80.1
Percentage of literates :	
Total	: 29.5
Males	: 39.5
Females	: 18.7

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Percentage of literates (excluding age-group 0-4)		
Total	: 35.9	
Males	: 45.3	
Females	: 21.5	
Employment : (number and percentage of population		
Total	: 180 million	32.9 per cent
Males	: 149 million	52.5 per cent
Females	: 31 million	11.8 per cent
Agricultural workers	: 130 million**	72.2 per cent

* Based on the Census Acturial and Sample Registration data of 1971.

** Percentage figure relates to the total working population.

Highlights : Despite strenous efforts spread over a span of over 25 years significant imbalances are quite pervasive and are clearly discernible from the data-sheet i.e.

— With an already large base-line of population the rate of growth has assumed alarming dimensions. Inevitably proportion of young population has been increasing to our great dismay ;

— Literacy rate has more than doubled during the last 25 years but shockingly the number of illiterates has also increased by about 100 million. Obviously, the vast expansion of educational facilities has even failed to keep pace with the rate of population growth.

— Pronounced backlogs exist among girls and members of backward classes in terms of illiteracy. They have not been bridged.

TABLE II

Growth of population in India, 1901-71

Census year	Population (in million)	Per cent decadal variation	Density of population (per sq. k.m.)
1901	238	—	77
1911	252	5.73	82
1921	251	(−) 0.30	81
1931	279	11.00	90
1941	318	14.23	103
1951	361	13.31	117
1961	431	21.52	142
1971	548	24.80	178

Sources : 1. Registrar General of India : *Census of India 1971, Series-I India*, Part-IIA(i), General Population Tables, New Delhi, 1975, pp. 131-34.

2. Government of India : *Country Statement*, World Population Conference, Bucharest, 19-30 August, 1974, New Delhi, p. 41.

Highlights : Strange as it may appear, the rate of population growth has been startling even during the comprehensive planning period. It implies that some major deficiencies infested either in planning strategy or in implementation of plans.

Density of population which eclipses the high concentration of population in some pockets has been rising consistently.

TABLE III

Birth and Death Rates in India, 1901-71

Decade	Rates (per thousand population)	
	Birth	Death
1901-11	49.2	42.6
1911-21	48.1	48.6
1921-31	46.4	36.3
1931-41	45.2	31.2
1941-51	39.9	27.4
1951-61	41.7	22.8
1961-71	41.1	18.9

Source. Registrar General of India : *The Population of India*, (*Cicred Series*), New Delhi, 1974, pp. 10 & 35.

Highlights : Despite being the pioneers of national population limitation programme, the birth rate continues to be at a high level.

Improvements in public health conditions are expected to bring down death rate still further.

A crusade in developing a massive programme of population stabilization based on attitudinal change is needed to meet the challenge of ever-growing numbers.

TABLE IV

Distribution of Population by States and Union Territories, 1971

State/Union Territory	Population (in million)	Per cent of total population	Growth rate 1961-71	Density of population per sq. km.
1	2	3	4	5
INDIA	547.95	100.00	24.80	178
States				
Andhra Pradesh	43.50	7.94	20.90	157
Assam*	14.96	2.73	34.71	150
Bihar	56.35	10.28	21.33	324
Gujarat	26.70	4.87	29.39	136
Haryana	10.04	1.83	32.23	227
Himachal Pradesh	3.46	0.63	23.04	62
Jammu & Kashmir	4.62	0.84	29.65	N.A.
Kerala	21.35	3.90	26.29	549
Madhya Pradesh	41.65	7.60	28.67	94
Maharashtra	50.41	9.20	27.45	164
Manipur	1.07	0.20	37.53	48
Meghalaya	1.01	0.18	31.50	45
Mysore (now Karnataka)	29.30	5.35	24.22	153
Nagaland	0.52	0.09	39.88	31
Orissa	21.94	4.00	25.05	141
Punjab	13.55	2.47	21.70	269
Rajasthan	25.77	4.70	27.83	75
Tamil Nadu	41.20	7.52	22.30	317
Tripura	1.56	0.28	36.28	149
Uttar Pradesh	88.34	16.12	19.78	300
West Bengal	44.31	8.08	26.87	504
Union Territories				
Andaman & Nicobar Islands	0.11	0.02	81.17	14
Arunachal Pradesh	0.47	0.09	33.91	6
Chandigarh	0.26	0.05	114.59	2257
Dadra & Nagar Haveli	0.07	0.01	27.96	151
Delhi	4.07	0.74	52.93	2738

1	2	3	4	5
Goa, Daman & Diu	0.86	0.16	36.88	225
Lakshadweep	0.03	0 03	31.95	994
Pondicherry	0.47	0.09	27.81	983

Source : Ministry of Health & Family Planning : *Country Statement-India*, World Population Conference, 1974, New Delhi, p. 42.

Highlights : Amorg the States of India, Uttar Pradesh is the most populous accounting for about 16 per cent of the total population. Bihar, Maharashtra and Tamil Nadu are the other States which come next in sequence. All these States have high density of population

Sizable inter-State migration takes place in these States. As such, growth rates are influenced to a large measure by its impact.

TABLE V

Percentage Distribution of Population Adjusted by Age-Groups 1931, 1961 and 1971 (Smoothed data)

Age-groups	1931*	1961	1971
0–4	15.35	16.53	15.17
5–9	13.04	13.22	13.74
10–14	11.63	11.33	11.97
15–19	9.11	9.20	9.85
20–24	9.43	8.66	8.38
25–29	8.62	7.82	7.51
30–34	7.72	6.92	6.70
35–39	6.19	5.87	5.84
40–44	5.26	4.93	4.97
45–49	4.07	4.12	4.11
50–54	3.24	3.33	3.31
55 59	2.29	2.61	2.61
60–64	1.86	1.93	1.99
65+	2.17	2.92	3.15

*Age groups of population included are in interval of 5 years and mentioned as 0-5; 5-10; 10-15; etc.

Sources: 1. Based on Hutton, J.H. *Census of India—1931, Volume-I, Part-II, Imperial Tables*, 1933, Delhi, p. 120.

2. Registrar General of India : *Census of India, 1971*, Series-I, Miscellaneous Studies Paper 2 of 1974.

3. Indian Association for the Study of Population : *Demography India*; Volume 3, Number 2, December 1974 ; Delhi, p. 308.

Highlights : Besides its several other implications, predominance of young population has a high potential of rapid population growth for many more years to come.

An effective remedy of the malady unquestionably lies in extending public health services and educational facilities.

TABLE VI

Percentage distribution of the population by selected age groups, actuals for 1971 and projections for 1974, 1979 1984 and 1989 (As on First March)

Age-group	1971	1974	1979	1984	1986
				(percentage)	
0—4	15.8	14.9	13.2	11.2	10.6
5 – 14	25.6	25.7	25.2	23.8	22.7
15 – 59	53.4	54.1	56.1	59.2	60.5
60+	5.2	5.3	5.5	6.0	6.2

Source : Planning Commission: *Draft Fifth Five Year Plan—1974-79—Volume I*, 1973, p. 2.

Highlights : Decline in the proportion of age-group 5-14 from 25.6 in 1971 to 22.7 by 1986 holds a promise to cover the backlog of enrolments.

At the same time improvement in proportion of working age population (15-59) underlie a need of bold and dynamic measures to absorb them in productive activities.

TABLE VII

Estimates of Unemployment in Rural and Urban areas Percentage of labour force (15 years and above) which is available and is seeking work

	Rural	Urban	Combined
Persons	1.01	5.18	2.05
Males	1.22	4.86	2.90
Females	0.63	6.47	1.07

Source : National Sample Survey Organisation, Planning Commission (Department of Statistics) : *Employment and Unemployment in India*—A priliminary study of NSS 27th Round (1972-73), Report No. 255-A, (Mimeographed). New Delhi. April-1976, pages 30 and 34.

Highlights : Rate of unemployment particularly in urban areas both among males and females is very high.

There appears to be a need to create appropriate employment opportunities in the countryside in order to discourage cityward thrust.

TABLE-VIII

Milestones of Family Planning Programme

Urban FW Centres... 1,975 (ii) Sub Centres... 33,370
Rural FW Centres — (iii) Other institutions
(i) Main Centres ... 5,132 doing FW Work 5,780

Performance during April 1976—Feb. 1977 (1976-77)

Name of State/ Union Territory	No. of IUD Insertions	Sterilisations	Eq. Conventional Contraceptives (Including Oral Pills)
1	2	3	4
Andhra Pradesh	12,057	725,315	39,061
Assam	11,132	217,454	16,906
Bihar	16,401*	554,338*	27,781
Gujarat	25,113	307,680	197,673
Haryana	75,224	220,481	268,923
Himachal Pradesh	6,336	100,642	28,965
Jammu & Kashmir	4,152	11,318	2,738
Karnataka	28,994	418,666	54,290
Kerala	15,498	193,771	24,739
Madhya Pradesh	20,096	996,147	61,237
Maharashtra	13,606	830,373	152,596
Manipur	997*	6,177*	1,924
Meghalaya	999	7,402	2,445
Nagaland	—	—	—
Orissa	16,584	304,948	11,537
Punjab	33,505	136,176	133,331
Rajasthan	10,712	361,804	74,078
Tamil Nadu	29,808	543,671	108,592
Tripura	258	12,421	3,519
Uttar Pradesh	143,013	830,814	152,507
West Bengal	25,256	847,030	230,537
Andaman & Nicobar Islands	234	1,383	374
Arunachal Pradesh	58	247	56
Chandigarh	2,353	2,492	12,533
Dadra & Nagar Haveli	20	681	179
Delhi	10,130	137,875	161,176
Goa, Daman & Diu	684	5,188	2,131
Lakshadweep	27	146	207

1	2	3	4
Mizoram	182**	481**	757
Pondicherry	1,284	7,121	1,258
M/o Defence	3,635	25,377	56,257
M/o Railways	4,265	85,589	210,004
F.W. Association of India	—	—	2,141
Christian Mod. Association of F. W.	—	—	4,232
Commercial Distribution	—	—	1,286,371
All India	512,633	7,893,868	3,391,503
Total IUD insertions since July 1965		—	6,509,258
Total sterilisations since 1956		—	26,580,500

*Upto January, 1977

**Upto December, 1976

Source : Ministry of Health & Family Welfare : *Centre Calling, Vol. XII, No. 6*, June 1977, New Delhi, p. 15.

TABLE IX

Growth of Enrolment of Children in Classes I-XI/XII (Age-Group 6—17)

Plan/ Period	*Enrolment as percentage of population in age-group*								
	Classes I-V (age-group 6-11)			Classes VI-VIII (age-group 11-14)			Classes IX-XI/XI/ (age-group 14-17)		
	Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total
1950—51	60	25	43	21	5	13	9	2	5
1955—56	70	32	53	26	7	17	13	3	8
1960—61	83	41	62	33	11	23	18	4	11
1965—66	96	57	77	44	17	31	26	8	17
1968—69	93	57	76	45	18	32	29	10	20
1973—74	100	66	84	48	22	35	31	12	22
1978—79 (targets)	111	79	96	59	32	46	36	15	26

Source : Planning Commission : *Draft Fifth Five Year Plan, 1974-79, Vol. II*, New Delhi, 1973, pp. 194 and 196.

Highlights : As against doubling of overall enrolments of classes I-V over a period of about 25 years, the increase in the enrolment of girls was more than two and half times. This trend needs to be maintained so as to secure their universal coverage.

Similarly, for classes VI-VIII, enrolment of girls has increased by about seven times as against less than three times in the case of boys.

Although the growth of enrolment for classes IX-XI/XII i.e. in respect of children in the age-group 14-17 has been considerable, both for boys and girls, nearly three-fourth of the children of this age-group are still out of school. Incidentally it has to be indicated that this level of education is crucial for cognizable impact on attitudinal change.

TABLE X

Projection of School Age Population (6-17 Age Group) 1971-1991

Projected School Age Population by Age-Groups Corresponding to School Stages

(in million)

Age Group	1972			1976			1982			1986			1991		
	Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total
6—11	38	36	74	43	40	83	44	42	86	43	41	84	41	39	80
11—14	20	19	39	23	22	45	26	24	50	26	25	51	26	24	50
14—17	18	17	35	21	20	41	24	22	45	26	24	50	26	24	50
	76	72	148	87	82	169	94	88	182	95	90	185	93	87	180

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Appendix D

TABLE XI

Ever Practice of Family Planning by Age and Education

Educational level of wife	(*Percentage of couples*) Age of wife		
	15-24	25-34	35-44
Illiterate	6.5	12.6	17.6
Gone to Primary School	20.3	30.4	39.8
Gone to Secondary School or College	29.1	52.2	56.2

Source : United Nations : *Mysore Population Study*, No. 34 ; 1961, (Report of the Field Survey) ; Table 8.3 ; p. 38.

Highlights : Significant correlation between fertility and literacy has irrevocably been established through several studies. Above findings of one of the earliest studies also clearly prove this relationship.

Obviously, population control measures underlie the need of vigorous literacy drive.

TABLE XII

Extracts from K.A.P. Survey of Family Planning Methods conducted in a Sub-Sample of Registration System Units by the Office of Registrar General of India during 1971-72

Per cent Practicing	Rural	Urban
Among illiterates	10.7	11.5
Among literates but below graduates	—	27.4
Among graduates and above	17.8	44.0
Per cent Sterilised		
Among illiterates	3.6	4.1
Among literates but below graduates	—	10.0
Among graduates and above	5.4	9.0

Source : Ministry of Health & Family Planning ; (*Family Welfare Planning in India Year, book 1974-75*), New Delhi, pp. 88-89.

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TABLE XIII

Literacy Rate (Literates as Percentage of Population) by Sex 1901—71

Census Year	Males	Females	Persons
1901	9.83	0.69	5.35
1911	10.56	1.05	5.92
1921	12.21	1.81	7.16
1931	11.74	1.94	6.99
1951	23.54	7.63	15.83
1961	34.46	12.96	24.04
1971	39.50	18.70	29.50

Source : National Staff College for Educational Planners and Administrators : *Growing Multitudes and the Search for Educational Opportunity* (*Edited*) ; A Review of Literacy Data collected in Censuses in India by Central Statistical Organisation, New Delhi, 1975, p. 161.

Highlights: Ironically, spectacular improvement in literacy rates achieved after independence does not reflect increase in the number of illiterates as a result of high rate of growth of population.

Although, the yawning gap between the literacy rates of males and females has been reduced to some extent, it still remains considerable.

Thus, there is a need to curb the high rate of growth of population as also attempt to reduce the prevalent difference in literacy rates in respect of various segments and sexes.

TABLE XIV

Literacy Rate of Population Excluding Age-Group 0—4 (Refined Literacy Rate)

Census Year and Sex	Rural	Urban	Total
1951			
Male	21.97	51.33	27.14
Female	5.66	25.85	8.86
Persons	14.01	39.70	18.31
1961			
Male	34.26	65.99	40.39
Female	10.13	40.46	15.34
Persons	22.46	54.43	28.30
1971			
Male	38.79	69.49	45.28
Female	15.13	48.04	21.48
Persons	35.94	50.67	38.84

Source : National Staff College for Educational Planners and Administrators: *Growing Multitudes and the Search for Educational Oporptunity* (Edited); A Review of Literacy Data Collected in Censuses in India by Central Statistical Organisation, New Delhi, 1975, p. 164.

Highlights : No doubt there has been phenomenal improvement in literacy rate during the last two decades, they are still very low in respect of females particularly in rural areas.

Incidentally, it may be mentioned here that almost eighty per cent of the population lives in rural areas. We need to promote literacy in these areas so that the large backlogs are covered.

TABLE XV

Literacy Rates for Cities, Towns and Rural Areas, 1961-1971

Unit	1961			1971		
	Persons	Males	Females	Persons	Males	Females
1. Cities with more than 1 million pop.	56.40	63.85	46.36	59.22	66.02	50.44
2. Cities of 0.5 to 1 million pop.	49.60	58.38	38.43	53.88	62.61	43.64
3. Cities of 0.1 to 0.5 million pop.	48.52	58.51	36.78	53.67	62.30	43.73
4. Urban India	46.94*	57.46*	34.48*	52.48	61.56	41.91
5. Rural India	19.00	29.07	8.54	23.60	33.77	12.92
6. All India	24.02	34.44	12.95	29.34	39.51	18.44

*Excludes Union Territories except Delhi.

Source : Registrar General of India : *The Population of India, 1974*, World Population Year; p. 84.

Highlights : There is a need of vigorous measures to reduce the wide differences in literacy rates between cities, non-cities urban and rural areas of India. It is also clear that there is a vital need to bridge the yawning gap in rate of literacy of males and females.

TABLE XVI

1971 : Literacy Rates in States and Union Territories

States	Percentage		
	Total Population	Males	Females
Andhra Pradesh	24.57	33.18	15.75
Assam	28.72	37.19	19.27
Bihar	19.94	30.64	8.72
Gujarat	35.79	46.11	24.75
Haryana	26.89	37.29	14.89
Himachal Pradesh	31.96	43.19	20.23
Jammu & Kashmir	18.58	26.75	9.28
Kerala	60.42	66.62	54.31
Madhya Pradesh	22.14	32.70	10.92
Maharashtra	39.18	51.04	26.43
Manipur	32.91	46.04	19.35
Meghalaya	29.49	34.12	24.54
Mysore (Karnataka)	31.52	41.62	20.97
Nagaland	27.40	35.02	18.65
Orissa	26.18	38.29	13.92
Rajasthan	10.07	28.74	8.46
Tamil Nadu	39.46	51.78	26.86
Tripura	30.98	40.20	21.19
Uttar Pradesh	21.70	31.50	10.55
West Bengal	33.20	42.81	22.42
Punjab	33.67	40.38	25.90
Union Territories			
Andaman & Nicobar Islands	43.59	51.64	31.11
Arunachal Pradesh	11.29	17.82	3.71
Chandigarh	61.56	66.97	54.35
Dadra & Nagar Haveli	14.97	22.15	7.84
Delhi	55.61	63.71	47.75
Goa, Daman & Diu	44.75	54.31	35.09
Lacadive, Minicoy Islands (now Lakshadweep)	43.66	56.48	30.56
Pondicherry	46.02	57.29	34.62
India	*29.44*	*39.45*	*18.70*

Source : Registrar General of India : *Union Primary Census Abstract, Series-I – India, Part II-A(ii)*, New Delhi, 1974, p. xxiv.

Highlights: There are considerable regional imbalances in the literacy

rates but the depressing aspect is that States accounting for large proportions of population i.e. Uttar Pradesh, Bihar, Madhya Pradesh, Rajasthan, etc. have very low literacy rates both among males and females.

The net result is that population control measures are thwarted in the absence of proper awareness and motivation.

TABLE XVII

Per cent Distribution of Estimated Number of Schools by Type in Rural and Urban Areas

Area	Type of School				
	Primary	Middle	High	Others	All
Rural	78.02	13.74	4.80	3.44	100.00
Urban	51.57	13.18	17.68	17.57	100.00

Source : National Sample Survey : *Twenty-Second Round*, June 1968, No. 196, Tables with Notes on Villages and Towns in India — some results, Table-2, 1972.

Highlights: Four-fifth of the country's population lives in the countryside but the educational facilities are not distributed evenly in these areas.

The proportion of schools having higher grades i.e. middle and secondary classes are utterly inadequate in the rural areas.

Therefore, for realizing the cogent results of the national family welfare campaign, we need to spread educational provision in the rural areas commensurate to their requirements.

TABLE XVIII

1974-75 : Percentage of Educational Facilities for Total Children of all Communities, Girls, Schednled Castes and Scheduled Tribes to the Corresponding Age-Group Population.

	Total	Girls	Scheduled Castes	Scheduled Tribes
Classes I-V (6-11 years)	86.0	68.9	58.3	59.5
Classes VI-VIII (11-14 years)	38.0	24.3	32.1	34.4

Source : Ministry of Education & Social Welfare : *Central Advisory Board of Education, July 1976*, Progress of Enrolments. (mimeographed)

Highlights : Despite the Constitutional provisions for universalizing education for all children upto the age of 14 years within a period of ten years i.e. by 1960, wide backlogs of enrolments in general and of girls and children belonging to scheduled castes and scheduled tribes in particular are quite apparent from the above table.

While in primary classes (I-V), out of every 6 children five are enrolled in general, the position is different in the case of girls and children belonging to the backward classes.

Obviously, such a situation has arisen due to unabated population growth and lack of vigorous pursuit of declared policies and programmes.

TABLE XIX

Percentage Increase in Enrolment of 1973 Over 1965 (Rural and Urban Combined)

	Total	Boys	Girls
Classes I-V	23.97	21.18	28.94
Classes VI-VIII	39.77	35.30	62.28
Classes IX onwards	48.29	39.31	79.51

Source : National Council of Educational Research and Training : *Third All India Educational Survey*, (some provisional statistics on school education) October 1975, New Delhi, pp. 42-43.

Highlights : An amazing part is that per cent increase in enrolment for classes I-V has not been marked and is even lower than the rate of natural increase of population.

Thus, expansion of facilities particularly at the thresh-hold levels is urgently needed.

Fortunately, the increase in enrolment of girls is higher than that of boys at all the levels and is indicative of a positive policy of protection and development for the depressed and down-trodden classes.

APPENDIX E

A Statement of Policy on Family Welfare programme announced on the 29th June, 1977

The President in his address to Parliament on March 28, 1977, stated that "*Family planning will be pursued vigorously as a wholly voluntary programme and as an integral part of a comprehensive policy covering education, health, maternity and child care, family welfare, women's rights and nutrition.*" The Prime Minister has on a number of occasions underlined the vital importance of family planning as a means of individual and national development and well-being. This Government is totally committed to the Family Welfare Programme and will spare no efforts to motivate the people to accept it voluntarily in their own interest and in the interest of their children as well as in the larger interest of the nation.

2. Family planning has, however, to be lifted from its old and narrow concept and given its proper place in the overall philosophy of welfare. It must embrace all aspects of family welfare, particularly those which are designed to protect and promote the health of mothers and children. It must become a part of the total concept of positive health. At the same time, it must find meaningful integration with other welfare programmes, viz., nutrition, food, clothing, shelter, availability of safe drinking water, education, employment and women's welfare. *It will be our endeavour to bring about this integration in a greater degree. We expect the States to do the same.*

3. The change in the name of the programme from family planning to family welfare is a reflection of the Government's anxiety to promote, through it, the total welfare of the family and the community. It is our intention to take the programme forward in the real sense as an investment in man. We wish to make it abundantly clear that in this task there is no room for compulsion, coercion or pressures of any sort. Compulsion in the area of family welfare must be ruled out for all times to come. *Our approach is educational and wholly voluntary.* There will, however, be no slackening of our efforts in this direction.

4. The Government attaches the highest importance to the dignity of the citizen and to his right to determine the size of his family. We have

no doubt that by and large the people of India are conscious of the importance of resposible parenthood; given the necessary information and adequate services, they will accept the small family norm. We will promote all methods with equal emphasis and it will be left to every family to decide what method of contraception it will like to adopt. Employees of the Union Government, State Governments, autonomous bodies, local bodies, etc., will be expected to set an example and to adopt the small family norm.

5. *We are totally against any legislation for compulsory sterilisation either at the Central level or by the States.* Sterilisation, both male and female, is a terminal method and suitable for those couples who have reached the optimum family size. Services for sterilisation will be offered free of cost to those who voluntarily wish to adopt this method. Similarly other services under the programme will be available to the people free of charge. The acceptance of voluntory sterilisation and IUD involves to and fro travel to a clinic, a brief stay in the hospital, resulting in possible loss of wages which the majority of our people cannot easily afford. In view of this, it has been decided to retain the provision for monetary compensation. Any medical complication resulting from a voluntary sterilisation operation will be attended to free of cost; and if in an unfortunate case recanalisation becomes necessary, this facility will also be offered to the individual concerned under the best possible professional care without any charge.

6. Nearly 80 per cent of our population lives in villages. Medical services are not able to reach them in an effective way. An integrated rura lhealth scheme is on the anvil and will be implemented shortly. It is of the utmost importance that adequate ante-natal, and post-natal care is made available to pregnant mothers. To this end a comprehensive scheme of training of indigenous midwives (dais) will be implemented. Under it maternity services will be made available to all mothers who may need them. The programme of immunising children against common diseases such as a whooping cough, diphtheria and tetanus will be expanded further. We expect that the State Governments will give necessary co-operation and assistance in this direction.

7. *The direct correlation between illiteracy and fertility and between infant/maternal mortality and the age at marriage is well established by demographic studies. While on the one hand the Government will pursue its policy of according high priority to the improvement of women's educational level, both through formal and non-formal channels, it will also bring legislation for raising the minimum age of marriage for girls to 18 and for boys to 21.*

8. In a federal system, the sharing of Central resources with the States is a matter of considerable importance. In all cases where population is a factor as in the allocation of Central assistance to State plans, devolution of taxes and duties and grants-in-aid, the population figures of 1971 will continue to be followed till the year 2001. Family Planning and population control is a subject in the Concurrent List, yet the implementation of the Family Welfare Programme is very much the responsibility of State Governments. Assistance for the implementation of the Programme is provided by the Central Government to the States on cent-per-cent basis. In order to ensure a purposeful implementation of the Family Welfare Programme, the principle of linking 8 per cent of Central Assistance to the State Plans with their performance and success in Family Welfare Programme will be continued.

9. Population education has so far not received the attention it deserves. The NCERT have developed some models for the introduction of population education in the school education system. These models have already been adopted by the Central Schools Organisation. We would urge that the departments of education in the States should adopt these models; or their modified versions; in the syllabus in the schools. Forty two per cent of our population is below the age of 15 years. It is this population which will soon be entering in the area of matrimony. *We must take steps without any further delay to see that the youth receive population education as part of their normal courses of study.*

10. The population of India has been increasing at the rate of about one million every month. It has increased by nearly 270 million since 1947 and is today estimated to be 615 million. If the present rate of growth continues, we will be touching the one-billion mark by the end of the century. This rate has to be arrested. The birth rate targets of 30 and 25 per thousand by the end of the Fifth and Sixth Plans respectively can be achieved only with the total and willing participation of the community in the family welfare programme. For this purpose it is important that all media of publicity; including motivation through the extension approach, should be utilised fully by the Central and the State Governments. We would very much expect that just as at the Centre we have involved all media units of the Ministry of Information and Broadcasting in the motivational campaigns, in the States also the State Departments of Public Relations and other departments having their own publicity set-ups would be totally associated with the motivational effort.

11. *It is of equal importance that trade unions, chambers of commerce, cooperative societies, organisations of women, federations of teachers, village panchayats and all other institutions which can influence public*

opinion should be associated intimately with the educational campaigns. The village panchayats can play a significant role in this task. Their potential as change-agents needs to receive greater recognition and attention.

12. No programme will succeed unless voluntary organisations particularly youth and women's organisations participate in its implementation fully and extensively. So far this participation has been very limited. The Government wishes to invite the suggestions of voluntary organisations and such public bodies as are engaged in the general task of Family Welfare for evolving suitable patterns of co-operation and assistance. Full rebate will be allowed in the income-tax assessment for amounts given as donations for Family Welfare purposes to Government, local bodies, or any registered voluntary organisation approved for this purpose by the Union Ministry of Health.

13. While the existing methods of contraception will continue to be available to the people, it is important that the search for newer methods should be intensified. The Government will give special attention to the necessary research inputs in the field of reproductive biology and contraception,

14. The programme and the approach for implementation of the Family Welfare Programme as outlined in the above paragraphs will succeed only if there is willing co-operation from all in full measure. *The Family Welfare Programme embraces all the principal areas of human welfare. It will be wrong to leave it only to the Ministry of Health and Family Welfare in the Centre and their counterparts in the States. It is essential that all Ministries and Departments of the Government of India as well as of the States give due importance to this Programme and work for its furtherance.* The performance of Family Welfare in the States will be intensively and carefully monitored and the Union Cabinet will review the situation in depth at least once a year. Suitable machinery for ensuring coordination with other connected programmes of welfare may be set up in the States also.

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21. National Source Book on Population Education, (Being finalised).

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*Book out of stock.

All the books mentioned above are non-priced.

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